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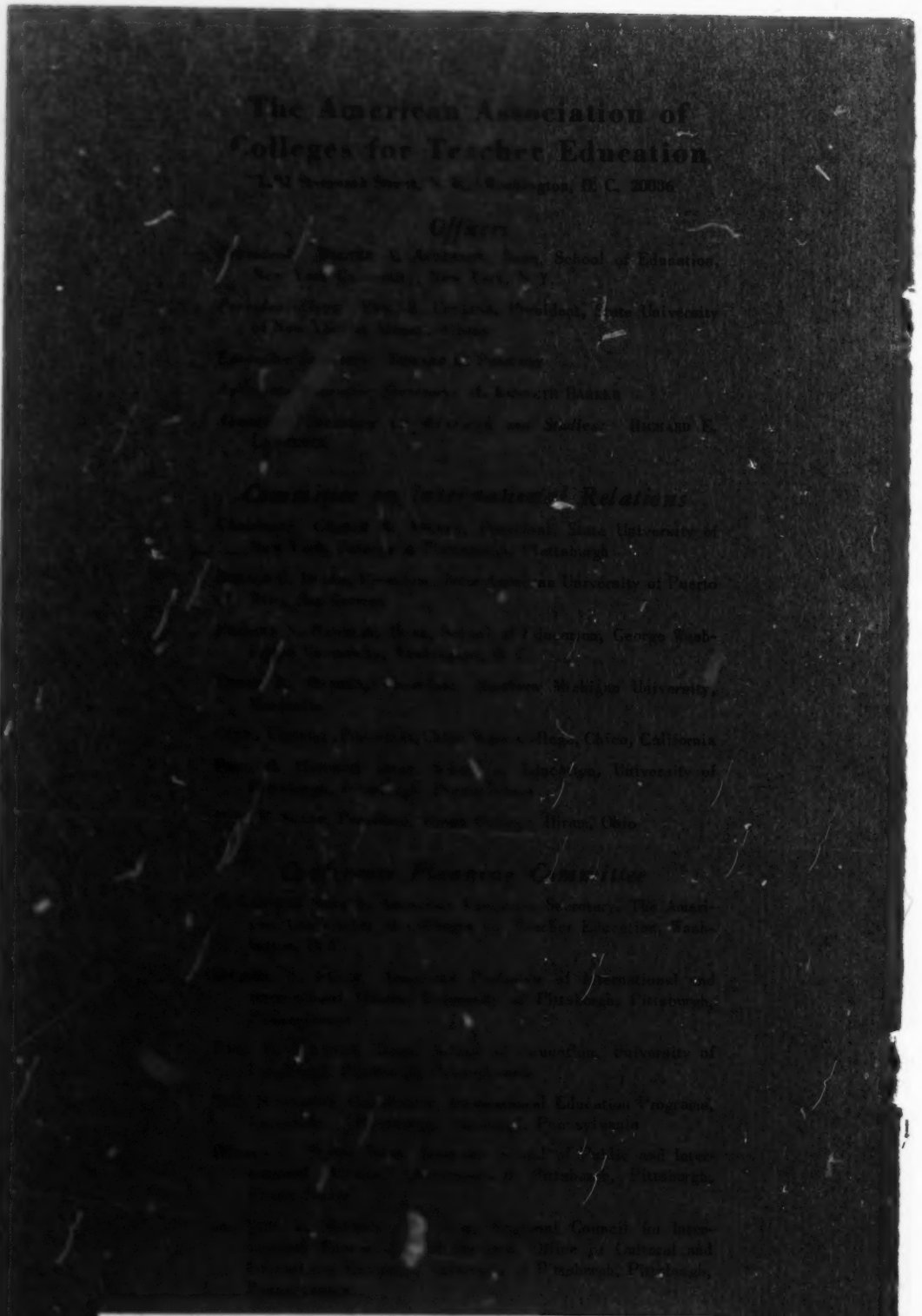
ABSTRACT

The papers delivered at the Sixth Annual American Association of Colleges for Teacher Education Conference on International Understanding, held in 1964, state and restate two basic assumptions: a) human resources are the most vital and fundamental element in national development and b) the development of human resources can be brought about only through education. This volume contains the texts of the conference papers, which deal with judging the value of educational aid programs, educational development in Latin America, teacher education in Latin America universities, the role of the U.S. government in international education, the university and Latin American national development, and the challenge to educators posed by the social revolution. Authors include educators from Latin America and the United States and representatives of four U.S. agencies with educational programs in Latin America. Working group reports on exchange programs and special training activities, international understanding and the curriculum, research needs in Latin American education, overseas advisory and service programs, and graduate training for overseas work are also included. (DDO)



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Education for National Development Focus: Latin America

Sixth Annual Conference Report on International Understanding • University of Pittsburgh, Pittsburgh, Pennsylvania • April 16-18, 1964 •

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Foreword

The American Association of Colleges for Teacher Educati[illegible] has long been vitally concerned over the role education can and must play in national development. Comprehensive programs have been designed to stimulate its 661 member institutions to consider more seriously the contribution they can make in two areas: (1) educating teachers who are knowledgeable about the role education can play in providing world understanding and (2) assisting the underdeveloped areas of the world.

The AACTE selected as the focus of its Sixth Annual Conference on International Understanding a part of the world which the late President Kennedy described as "the most critical area in the world today." The conference theme, "Education for National Development - Focus: Latin America," reflects the importance which the AACTE and the University of Pittsburgh, the host for this year's conference, assign to this area. A follow-up meeting will be held in Puerto Rico in 1965.

The papers presented at the Sixth Annual Conference state and restate two basic assumptions: (1) human resources are the most vital and fundamental element in national development and; (2) the development of human resources can be brought about only through education. Our efforts to aid other countries around the world have yet to reflect these assumptions. Investments in factories, airports, tanks and guns still constitute more than 90 percent of the Federal Government's program to stabilize major areas of the world. The 10 percent invested in education has proven effective but inadequate to the job to be done.

In the concluding remarks of the conference, Dr. Bauer commented that we know too little and understand even less about Latin America. If the proceedings of this conference can add to our knowledge of Latin America, it will have served its purpose. As a nation we are deeply committed to an alliance for progress. It is hoped that the papers in this report outline some of the essential elements for such an alliance.

The University of Pittsburgh, with its substantial interest and involvement in Latin American affairs, proved to be an ideal host institution. Dr. Paul Masoner, Dean of the School of Education; Dr. Seth Spaulding, Coordinator of International Education Programs; Dr. Shepherd L. Witman, President of The Regional Council for International Education and Director of the University's Office of Cultural and

Educational Exchange, along with other members of the Conference Planning Committee and the Conference Secretariat, gave freely of their time and talents to make this conference a success. Their help is gratefully acknowledged.

Washington, D.C.
July 1964

Edward C. Pomeroy
Executive Secretary

Contents

Foreword
Edward C. Pomeroy 3

Judging the Worth of an Educational Aid Program
Harold R. W. Benjamin 7

The Task of Educational Development Confronting Latin America
Emma Gamboa 11

Latin American Universities and Teacher Education
R. Freeman Butts 21

The Role of the U.S. Federal Government in International Education

The Department of State - Jacob Canter 35
The Office of Education - Thomas E. Cotner . 39
The Agency for International Development - Harold L. Enarson 47
The Peace Corps - Robert F. Baker 48

The University and Latin American National Development
Arturo Morales-Carrión 50

The Social Revolution in the Americas - Challenge to Educators
Ronald C. Bauer 55

Working Group Reports

I. Student and Teacher Exchange Programs and Special Training Activities 57

II. Teaching about Latin America: International Understanding and the Curriculum 59

III. Research Needs in Latin American Education 62

IV. Overseas Advisory and Service Programs 66

V. Graduate Training for Overseas Work 71

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Judging the Worth of an Educational Aid Program

Simon Bolivar once made an observation about revolutions and the people who engage in them which I translate as follows: "To judge the worth of revolutions and revolutionists, it is necessary to observe the former at very close range and the latter at a considerable distance.[1]

It seems to me that much the same kind of dictum applies to judging the worth of educational aid programs and the people who run them. One who attempts to do the judging needs at some time to be immersed in a program to understand it, and he needs also to back far enough away from the operators of the program to gain a true perspective on them.

This is a tough job, but it has to be done. No unilateral or multilateral system of educational aid presumably can contemplate with equanimity a general do-good enterprise of building up school systems everywhere. The following criteria are therefore presented to help us in determining the amounts and nature of aid to be granted.

The Matter of Mission

When we examine an educational aid program in a particular country, we need first of all to study the educational mission of the country. What are these people trying to do educationally? What are the purposes of their education? Suppose there are main purposes to which we, the would-be aiders, cannot subscribe. For example, here is a country which seeks to use education to keep an oligarchical dictatorship in power, to train the lower classes for efficient service of the dictatorship, and "make them content in that station of life" in which it pleases the dictatorship to hold them.

It can be stated at once that an educational aid system whereby an outside agency tries to change these educational purposes has built-in guarantees of failure. Of course the country will usually welcome aid. Educators will often assure the aiders earnestly that they agree with the new purposes. As soon as

[1] "Para juzgar el valor de las revoluciones y los revolucionistas, preciso es observarlas muy de cerca y observarlos muy de lejo."

the real purpose of keeping the oligarchy in power and the lower classes in their proper places is actually threatened, however, all the horses suddenly are of a different color.

Perhaps the most common way of avoiding this issue is for the aiders to come into the country and work on improving the educational instruments, the programs, and the institutions without bothering about that sensitive area in which purposes reside. Thus we get magnificent efforts to improve higher educational facilities in Indonesia, to establish a basic educational program in Haiti, to upgrade teacher education in Peru, to develop effective secondary education in Bolivia, with results that are painful to contemplate.

Sometimes, of course, the outside aiders try to solve this problem of improving the mission by meeting it head on. The aiders set up an administrative and supervisory complex in the national capital that is in effect a second ministry of education. The usual result is to split the country's educators and their political backers into warring camps. Comes the revolution, whether from the right or left, and educational concerns of any kind stimulated from the outside are likely to get trampled in the rush for safe exits.

The first criterion of a good educational aid program, therefore, may be stated as follows:

The mission of the aided country must be the product of the people's own wants in that country. The only proper way to help them improve their purposes is by helping educate their real leaders. Examples of profound changes in the national educational mission, from the Danish cultural renaissance in the last quarter of the nineteenth century to the school reforms of the Mexican Revolution in the second quarter of the twentieth century suggest clearly that this is the part of educational change that is emphatically home grown. No conceivable amount or kind of foreign aid would have improved the educational missions built by Nikolai F. C. Grundtvig, Christen Kold, Moises Saenz, and Raul Ramirez. Foreign aid even in the cheap form of advice would have handicapped if not ruined any one of these men's efforts to re-state and re-vitalize their countries' educational purposes.

The outside aiding agency, therefore, will find that it has much more important work to do than trying to persuade a people to change their fundamental educational purposes. This is emphatically a job for their own political and educational leaders.

The question may well be posed at this point: what would be the effect on the United States' enterprises of educational aid to foreign countries if this criterion were followed? The first and certainly an important result would be a considerable reduction in the number of countries aided. A second and perhaps even more important effect would be a sharpening and in many cases an intensification of aid in the improvement of education of countries which are successfully solving their own problems of purpose. The programs of such countries could then be aided without the political and cultural handicaps always imposed by an outside agency's messing with the country's educational mission.

The Call for Change

When we look at the area of the educational facilities and institutions of a country, it is clear that outside aid is most effective here when it meets three tests: (1) Does the country's educational mission require changes in its programs? (2) Can the outside agency provide skills and technical knowledge that will help produce such changes? and (3) Do the country's leaders, supported by substantial elements of its population, request this aid for real educational reasons as contrasted, for example, to prestige or financial reasons?

Whenever a country fails to meet these three tests, or any one of them, the decision concerning how much and what kind of aid should be given by the outside agency is greatly simplified.

I shall not multiply examples of how this criterion operates in various situations, but I cannot resist remembering and mentioning the earnest request from an outstanding South Korean secondary-school administrator in 1954 for aid in setting up core-curriculum programs in his war-devastated country. Many schools had been destroyed, and of those which remained standing a large number were still occupied as barracks and administrative offices by the South Korean Army. Those which were used for school purposes were unheated with broken windows in the dead of winter and were shockingly overcrowded. A room designed to hold a maximum of forty would have ninety or one hundred pupils packed into it in sardine-like rows. Books were almost non-existent; teachers were scarce, untrained, and so underpaid as to be almost working for nothing but public esteem.

Of all the changes required in the country's educational program, the adoption of the core-curriculum would have appeared to merit a rather low priority. There was certainly also a question, moreover, as to whether the education teams of the United Nations' Korean Reconstruction Agency possessed the requisite skills and technical knowledge to help the Korean secondary schools set up the core-curriculum. Why, then, was it requested? The answer, I think, is simple. The core-curriculum would give prestige. In the face of problems that appeared at the time insoluble, here was a short cut. The teachers and pupils were hungry and cold and frustrated. With a core-curriculum they could at least starve, freeze, and despair in hightoned manner.

Of course, the request for the core-curriculum did not have general support among the country's educational leaders, much less among the general population. Yet where did it originate? I will give you one guess, and I know you'll hit the mark the first time. There was a core-curriculum expert from the United States of America who had been in a previous educational aid enterprise in the country, an expert in persuasion as well as in the core-curriculum.

Problems of Personnel

The third measure of the worth of an educational aid program is concerned with the country's educational personnel. Here again we have three test questions to answer: (1) Are the teachers and administrators of the country's educational programs skilled enough to carry out the country's educational mission? (2) If they need additional skills, how can the outside agency best give them those skills? and (3) Do the political and cultural leaders of the country want their educational personnel to get those skills with the help of the outside agency?

If the first question is answered in the affirmative, no outside aid is needed. If the country's teachers and administrators do not have the necessary skills, the second and third questions become very important.

Generally speaking, the problem of up-grading personnel in such a situation is best solved when it is attacked by the aided country and the aiding agency in a cooperative fashion. Furthermore, experience in Latin America as well as elsewhere suggests that professional training in the country is superior to that secured in other countries. It is vastly more economical of time, effort, and money. It helps develop pride in the local institutions instead of an attitude of superiority nurtured in foreign parts. It has the final advantage of having field experience readily available in situations like those in which the trainees will eventually work.

This problem of preparing educational leaders with the help of foreign aid is always a difficult one. Sometimes it seems more difficult in Latin America

than elsewhere, although I am sure this is merely an illusion arising from great familiarity with the Latin American countries. It is my considered opinion that the one best way to which educational aid can be given to Latin America is in this connection. The Latin American universities, for example, need above everything else to have better prepared professors. Graduate programs need to be developed in at least ten or twelve centers in Spanish America as soon as possible. Argentina, Chile, Uruguay, Peru, Colombia, Venezuela, Costa Rica, and Mexico are appropriate places for such centers. Two centers should be set up in Brazil and one in Haiti. The Brazilian centers should have particularly close relations with Spanish American and United States centers. The Haitian center should be developed in cooperation with Canadian and French institutions.

There are admittedly imperfect, inadequate, and inept systems of schooling everywhere in the world. Certainly we have them in our own country. In our country, furthermore, we have for the support of our own educational efforts limited resources, tremendous though they seem to be to people whose resources are even more limited. We cannot do everything in the realms of government, economics, and education for our sister nations. There must be some practical boundaries to our attempts to have our country be the senior schoolmaster as well as paymaster of more than half the world.

In this paper I have suggested criteria for determining those boundaries under the three main headings of mission, program, and personnel. I do not make these suggestions in any restricted spirit of parsimony but rather to help us get optimum results from those resources which we are able to devote to educational aid programs abroad.

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The Task of Educational Development Confronting Latin America

This AACTE Conference is concerned with the complex and challenging problems posed by educational development in Latin America. The theme underscores the growing conviction that the countries of this hemisphere share a common hazard, and recognizes that educators play an important part in determining their destiny. At this meeting, in a special way, expression is given to the generous intention on the part of teacher training institutions in this country to establish much closer relationships with their sister institutions in Latin America.

All the efforts that are being and can be made to hasten educational development in Latin America will be important at whatever level of instruction they may be applied. The emphases placed on teacher training, however, can have the virtue that their effect is multiplied throughout the educational system. This criterion has been emphasized during recent years as attention is paid to the role of teacher training in higher education.

The central role of teacher education has been stressed in the Alliance for Progress Program, in a study sponsored by the late President, John F. Kennedy, on Higher Education in Latin America and Inter-American Cooperation. The purpose of this study, according to a statement made by Mr. Kennedy, was that "the mutual efforts in the field of studies and advanced research should reflect a truly hemispheric perspective."[1] The Committee which conducted the study recognized that "the processes of social and economic development in Latin America, as elsewhere in the world, depend on education in general"[2] and the Committee added:

> Both primary and secondary education should be invigorated and should be extended to include a greater number of children and young people. The progressive universalization of elementary education, and the generalization of secondary education, however are aspirations whose fulfillment will require—in each country—sizeable groups of university

[1]Organization of American States, La Educacion Superior en America Latina y la Cooperacion Interamericana, Pan American Union, Washington, D. C., June, 1963, p. iv.

[2]Organization of American States, op. cit. p. 6

trained professionals. The expansion and modernization of the educational systems can be achieved only through the joint and organized effort of education directors, supervisors and administrators, who have been trained in universities for the fulfillment of their mission. The strengthening of higher education is an indispensable condition, therefore, for the transformation and expansion of the educational system as a whole, for better use, by the countries, of the Inter American Fund for Social and Economic Development, and for the general orientation of the societies towards the goals of genuine liberty and democracy.[3]

A hemispheric perspective is certainly required, as Mr. Kennedy believed, to find the best means to contribute to the development of Latin America. To create that perspective is not an easy task at best, and the attempt is especially hard for my modest knowledge. I will try only to contribute some data and some observations that may help us to develop a broad perspective and may serve as a frame of reference for tentative projections.

The Demands on Education

The rate of population growth in Latin America is now approximately the highest in the world. In 1900 the population of Latin America comprised 2.7 percent of the world total. In 1956, approximately 6.2 percent of the earth's population lived in the Latin American countries. According to U.N. studies, the population should double in the period 1950-1980.

The demographic situation also includes the phenomenon of differential fertility: groups at the lower socio-economic level increase relatively quickly, whereas families of higher socio-economic status tend to produce fewer children.

At the same time, the population is becoming more urban, as rural people tend to migrate to the cities. This trend has enormous impact upon educational services. Urbanization accompanies the process of industrialization and per capita economic improvement. Both produce an ever-growing need for interest in education, which contributes in turn to improve the standard of living. The complex of progressive factors operates dynamically within an obviously upward current of social mobility.

Still, few children of the lower economic class complete their elementary studies and fewer continue their education in the secondary school. Nevertheless, the number of high school students is increasing and it is evident that secondary education is becoming more and more a means of achieving upward social mobility for the working classes.

The upward social mobility in Latin America produces a continuous increase in the middle class, and this middle class is composed of the groups destined to exercise the greatest influence upon the social, economic and political progress of this part of the continent. In great measure, the security and future of democracy in the Latin American countries depend upon these groups. The case of Costa Rica, a country without an army and with great prestige among Latin American countries for its democratic government, is an example of the predominance of the middle class in the control of the principal State institutions and enterprises.

Among the factors and consequences noted above, the one most important in the development process to which universities can contribute is the upward social

[3]Organization of American States, op. cit. p. 6

mobility that can be stimulated by education. In the case of Latin America, the following postulate, derived by Havighurst from a sociological analysis, can be accepted as a goal: "As can be seen, education should not only be adapted to children of every diverse cultural background, but it should also help a great number of children to change their status, to move from one social class into another."[4]

The university, recognized as a factor of a mobile society, faces a challenge in this regard within the Latin American nations. In the study carried out by the O.A.S. on Higher Education in Latin America and Inter-American Cooperation this social function of the University is expressed as follows:

> The processes of industrialization that have occurred since 1900, though with national variations, have given increasing fluidity to the societies. In this sense, the Latin American university has played an important role. Since 1920, the universities receive more and more students from the less favored social classes. The universities have developed into efficient instruments for the elimination of distinctions based upon class and fortune.
>
> This process should be intensified in the future. The groups now graduating from Latin American universities are too small to fulfill the responsibilities they face. Of the total Latin American school population (about twenty million people), 91 percent are in the primary schools, 7 percent in secondary schools, and only 1.75 percent in higher education.
>
> The United States and Latin America have approximately 180 million inhabitants each. Whereas the United States have 4,000,000 students in institutions of higher education, Latin America only has 350,000. An acceleration of social, economic and cultural progress can not be expected unless the university population is significantly increased. It is imperative that universities consolidate and expand the facilities they offer, to attract able students, without regard to their social and economic condition. To waste talent is inexcusable in countries which so urgently need to use their human resources to the maximum degree.[5]

In recent years, the judgment implicit in the above declaration has become generalized and corroborated—that there is a reciprocal relationship between the processes of socio-economic development and of educational development, the former requiring, above all else, resources whose efficiency depends upon education. One agency for economic development, the International Reconstruction and Development Bank, states it in these terms: "Education is the principal instrument through the aid of which human resources are perfected and developed."[6]

This same judgment inspired the 1962 Conference on Education and Economic and Social Development in Latin America, held in Santiago, Chile, and sponsored jointly by the Organization of American States (OAS), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Economic Committee for Latin America (CEPAL) and the Office for Social Studies of the United Nations (Direccion de Asuntos Sociales de las Naciones Unidas). The Conference

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[4]Havighurst, Robert J. y Colaboradores, La Sociedad y la Educacion en America Latina. Editorial Universitaria de Buenos Aires. 1962. p. 170

[5]Organization of American States. op cit. pp. 4 and 5

[6]International Bank of Reconstruction and Development, Report on Cuba, Washington, D. C. p. 403

was held with the most complete and detailed documentation thus far available on the economic, social and educational status of Latin America. The reports that were presented by experts and used as basic documents as well as the considerations and conclusions reached by the Conference provide data and observations which help us to understand some of the principal greater tasks required for the future improvement of Latin American education.

The quantitative increase of education between 1955 and 1960 is a significant index of progress achieved in this period. The increase in effective registration was:

40 percent in primary education
58.8 percent in secondary education
22 percent in higher education.

"These figures testify to the will of the governments to develop human resources at a faster rate than their economy."[7] The qualitative improvement, however, does not correspond with the quantitative improvement. In the majority of the countries surveyed, from 50 percent to 60 percent of the children dropped out of primary school before the third grade. The step from primary school to secondary school is another major bottleneck, but an even more notorious bottleneck is the step from secondary education to the university, "where the number of students increases more slowly than in the rest of the world."[8]

The most acute problem, according to the documents, is the spectacular disparity between primary school populations in urban zones and in rural areas. The enrollment is rated as medium in the cities and catastrophic in the country. The Chile Conference recommended that the governments give prime importance to the improvement of elementary education.[9] The study emphasizes the need to carry out a priority effort to improve the quality of education and points out that "the training of qualified teachers and the continued training for teachers in service would constitute one of the most efficient means to remedy this situation."[10]

The Education of Teachers

Here at last we reach the heart of the problem: the quality of Latin American education and the consequent need to seek solutions in the improvement of teachers. In relation to this key idea, consider the following recommendations of the Chile Conference:

> That the training and improvement of personnel engaged in educational services—teachers, supervisors, and counsellors, administrators and other specialists—be incorporated into the national education system and closely coordinated with the higher education institutions, according to the usages in each country.[11]

This recommendation apparently refers to those institutions of higher learning that are dedicated to the training of teachers, and these include some universities in Latin America. In fact, many universities are in charge of training high school

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[7]Organization of American States. Perspectivas de Desarrollo del la Educacion en los Paises Latinoamericanos (1960-1970) por el Instituto de Desarrallo Economico y Social de la Universidad de Paris. Washington, D. C. 1963 (mimeographed) p. 11.

[8]Organization of American States. op. cit. p. 13.

[9]Pan American Union. "Conferencia sobre Educacion y Desarrollo Economico y Social en America Latina." La Educacion, 25-26, enero junio, 1962. Ano VII. Washington, D. C. 1962. p. 85.

[10]Organization of American States. op. cit. p. 12.

[11]Pan American Union. "Conferencia sobre Educacion y Desarrollo Economico y Social en America Latina." op. cit. p. 86.

teachers, usually derived from or as a complement of the liberal arts or humanities programs. Some have established Schools of Pedagogy or Education, as in Chile, Panama, Cuba, Ecuador and Argentina. Several countries have advanced normal schools which are independent of the universities. Examples: Mexico, Venezuela, El Salvador, Honduras, Haiti, Paraguay. In Colombia there are pedagogical universities to train high school teachers. The universities of Puerto Rico and Costa Rica seem to be the only ones including both primary and secondary programs in their teacher training. They offer undergraduate and graduate courses, Puerto Rico having greater scope in its program.

The development of teacher training as a profession comparable in prestige to other professions at university level has been very slow in Latin America. Most universities have entered this field in order to train high school teachers in academic subjects such as Spanish, geography, history, mathematics and science. Some offer pedagogical courses for normal school teachers. Other branches—such as art, music and foreign languages—exist to a lesser extent. The training of teachers in such applied subjects as industrial arts is even more rare. The training of administrators and supervisors scarcely exist in the countries whose education is most advanced.

Latin America confronts the need to accelerate its technical and industrial development without having an educational system adequate to satisfy the demand for trained personnel needed by such development. This general situation probably stems from the tradition of classical dualism between the liberal arts and practical work. Some aspects of higher education have remained isolated from the dynamic social reality and have conserved the classical disciplines at the service of an elite. This has had repercussions in Latin American high schools, which reflect a similarly traditional criterion and have retained programs of the old European tradition. There are movements to change the situation, and in many countries the desire to reform secondary education has become widely accepted. The Conference of Chile and several conferences of Ministers of Education have been largely directed toward planning the necessary changes. The transformation however, will not be profound or lasting if the universities and other higher educational institutions that train high school teachers do not offer programs adequate to the new needs. In addition, efforts by these institutions and the educational services of the governments must be coordinated in order to give this renovation movement a coherent direction. Rodriguez Bou's opinion in this regard is very timely:

> The universities can not continue to turn their backs to the problem of training teachers for all levels and all specializations. It is necessary to strengthen the concept that teacher training is not an exclusive function of teachers colleges, normal schools, nor even of the School of Pedagogy or Education, but is a responsibility, and a duty of the University as a whole.
>
> As soon as possible, coordination should be established with the Ministries of Education to provide a basis for "doing together", and to initiate both immediate and long range plans for the in-service training of teachers, offering short courses in the various specialized areas, particularly in the teaching of science and mathematics and in school administration and supervision.[12]

[12] Rodriguez Bou, Ismael. Informe Sobre la Situacion, Necesidades y Soluciones Aconsejables para el Desarrollo de la Educacion Superior en America Latina (Report presented by request of the Special Commission of the Organization of American States for the programming and development of Education in Latin America. Unpublished. The quote is from a mimeographed copy obtained through the courtesy of the Rector of the University of Costa Rica). p. 173.

The urgent need for a movement that will deeply stir the teacher training institutions and will promote a more vigorous flow of professionals into education can be judged by the fact that at present only 59 percent of the high school teachers in Latin America are academically qualified and these are not necessarily professionally qualified.

Governments devote their greatest efforts to the improvement of primary education, as recommended in the Chile Conference. They do not ignore the need to promote secondary education, but they have decided to establish another priority. Hence it is up to the universities to meet the problem, to provide the service and to cooperate in studies that may raise the training of high school teachers as a key to quality in the future development of education.

To establish priorities among the complex of problems confronting Latin America requires more specific investigations of the situation and needs in the various countries and regions. IEDES (Institute de Desarrollo Economic y Social) points out this need particularly in reference to the demand for high school and higher education personnel: "In all the countries of Latin America research should be carried out on the needs for secondary school and university personnel."[13]

Strengthening Secondary Education

An effort in this direction has been started in Central America through IIME, the Institute for Educational Research and Improvement.[14] IIME has been conducting research on Central American education, with special emphasis up to now on secondary and higher education. The problems encountered in secondary education, according to the data obtained by the researchers, show the need for a profound transformation in order to obtain more quantitative and qualitative results from education. Among the inferences obtained through this study, the following stand out:

1. The number of properly trained high school teachers in Central America is clearly insufficient.
2. The institutions that train high school teachers do not graduate a number of students sufficient to satisfy the present demand or future needs.[15]

The data showed that only ten percent of the persons engaged in secondary education were both academically and professionally qualified. From 1950 to 1962, 704 secondary school teachers were graduated from higher educational institutions. The need for the next ten years is estimated at an approximate annual average of one thousand teachers. The demand will require a gigantic effort for Central America in the education of high school teachers.

IIME considered that its research should include a study of the status and resources of the institutions that train high school teachers in the five Central American countries, and a commission was appointed for this task. I should

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[13]Organization of American States. Perspectivas de Desarrollo de la Educacion en los Paises Latino Americanos. op. cit. p. 23.

[14]IIME is located at the University of San Carlos of Guatemala, operated in cooperation with Michigan State University and coordinated with the Central American Superior University Council.

[15]Paul G. Orr and Karl T. Hereford. Necesidades de Personal de Educacion Media. Instituto de Investigaciones y Mejoramiento Educativo, Ciudad Universitaria, Guatemala'. 1963. p. 1.

explain that in Central America the training of high school teachers is exclusively a university task in Guatemala, Nicaragua and Costa Rica. In Guatemala, the programs are taught by the Faculty of Humanities; in Nicaragua the responsibility pertains to the School of Education Science; and in Costa Rica the programs are shared by the Faculties of Liberal Arts (Ciencias y Letras) and Education. Honduras and El Salvador have Advanced Normal Schools, but there is a growing tendency to share the teacher training responsibility with the universities.

The Committee that studied the status of these institutions presented a specific report on the problems and needs of the institutions in each country, as well as a regional report. In the following summary a few of the main needs that were pointed out are quoted.

- To increase the number of prospective high school teachers through economic encouragement, adequate academic systems and attractive conditions in the exercise of their profession.
- To review programs in order to assure an adequate proportion and quality in general studies, specialized studies and professional education.
- To open new areas for high school that are not being given or that are taught in only some institutions, such as: music, physical education, home economics, business & industrial education, fine arts, foreign languages (English & French), and agriculture.
- To improve and increase the programs for the teachers in service.
- To establish cooperative secondary schools that can be helpful in student teaching, educational research and the improvement of high school programs.
- To train personnel for the guidance of high school students.
- To establish a graduate program to train the personnel needed in Central America for school administration and supervision.
- To promote the improvement and enrichment of the Faculties offering teacher training programs.
- To open one or more education research centers related to graduate programs of instruction.
- To open one or more centers for the production of educational materials.

The Committee observed that some of the educational needs of Central America could be met by regional services.

Among the considerations presented by the Committee was the following reference to the need to encourage teachers' professional organizations:

> It is up to the Central American institutions in charge of teacher training to participate actively in the encouragement and orientation of teachers' professional organizations, in order to raise the profession to a high cultural, social and economic level, and to assure the progress of the educational institutions of the region.[16]

I am pleased to report that this idea was carried out and that the Association of Central American Educators (ACADE) has already been formed. It was started by professional educators connected with the training of high school teachers and with the improvement of secondary education in Central America.

As proposed by the Committee which made the above mentioned study, the First Central American Conference for the Training of High School Teachers was held in July 1963. Participants included the director of secondary education

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[16]Gamboa, Emma and Hernandez Andrino Felix. Formacion de Profesores de Educacion Media. Instituto de Investigaciones y Mejoramiento Educativo, Ciudad de Guatemala. July 1963, p. 23.

in each of the five countries, deans, directors of teacher training institutions and IIMÉ staff members.

Among the recommendations made by the Conference, the following merit special attention:

- That Central American ministries of education and universities coordinate their efforts to strengthen the high school teacher training programs, so as to avoid the dispersion of their resources.
- That the efforts of the international cooperation organizations be oriented toward the same goal and with the same sense of coordination.
- That the above mentioned institutions take into account the following criteria:
  1. Full time employment of career teachers, who are highly qualified, and the creation of a regional teacher training center, at the post-graduate level;
  2. Contracting of foreign teachers, while Central American specialists are not available; and
  3. Increase of scholarship and fellowship programs for the training and advanced study of university professors.
- To disseminate the data reflecting the alarming situation of Central American Education—the data that have led the committee to the above mentioned conclusions—so that Central American educational authorities, philanthropic foundations and other national and international organizations become aware of this situation, become convinced of this condition and make public opinion conscious of the need to obtain solid support for the great effort that must be undertaken without delay.
- To propose that a Central American Congress be convened, as soon as all the data have been compiled and pertinent plans drawn, with the participation of Rectors of the Universities of Central America, Ministers of Public Education, directors of institutions in charge of high school teacher training and representatives of international agencies concerned with education, in order for such Congress to promote the coordinated action necessary for the solution of the present situation of Central American high school education.[17]

The emphasis upon these goals, as well as the expectations held for the programs that may be developed, derive from a sense of priority which is very well explained by Friedman as follows:

> Emphasis upon the education of secondary school teachers is not proposed as a panacea, nor is it suggested that other activities suddenly be suspended. However, the education systems of the region are in poor condition and the personnel problem lies at the heart of their weakness. The highest possible priority should be assigned to the education of secondary school teachers because that activity offers the greatest promise for revitalizing impact throughout the education systems.[18]

Documentation is being prepared now for the Congress, which has been scheduled for this coming November. It is hoped that concrete plans will be accepted by the Congress to improve the high school teacher training programs in each country and for the Central American region as a unit.

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[17] Instituto de Investigaciones y Mejoramiento Educativo. Declaraciones y Recomendaciones de la Primera Conferencia Centroamericana Sobre la Preparacion de Profesores de Ensenanza Media. Ciudad de Guatemala, 30 de julio de 1963. pp. 7, 9 and 10.

[18] Friedman, Burton D. La Administracion Publica de la Educacion en Centro America. Instituto de Investigaciones y Mejoramiento Educativo. Ciudad de Guatemala, 1963. p. 36.

The basic justification for this emphasis on the training of high school teachers is the belief, stated earlier, that the young people who have access to institutions of secondary education are the ones who can produce most rapidly the increase and the improvement of that middle class which will be the crucial factor in determining the future course to be taken by the Central American republics. From these youths will emerge the fortunate groups that will be prepared at the universities to assume national leadership of the countries, the technicians and professionals who will vitalize agriculture and industry, the intellectuals and artists who will inspire the people, and the future educators who will be better prepared to orient the new and more enterprising generations.

The needs and future requirements projected for Central America can be applied to most of the Latin American countries, judging by the alarming data revealed by the Chile Conference on the scarcity of qualified teachers and the need to renovate the secondary school programs.

What has been explained here in general terms can serve two purposes at this meeting: first, to support with some data the need to improve teacher education as one of the most important means of contributing to the development of Latin America and, second, to try to generate interest within AACTE for the possibility of offering future cooperation to colleagues south of the Rio Grande for the enormous task that lies before us.

Inter-Collegiate Cooperation

There is a certain amount of interchange among U.S. and Latin American universities in various fields of higher education. Some institutions in the United States have sponsored programs in Latin American colleges and contribute to the enrichment and betterment of teaching in such fields as science, economics, humanities, medicine, industrial techniques. Research is also increasing. Philanthropic agencies are starting to emphasize large scale projects that they develop in cooperation with the governments. Friendly relations are being established between the youth of the continents. Members of the Peace Corps come to the most humble communities and identify with the people in constructive and brotherly action. All this movement of friendship and closeness has a new, cordial spirit, for cooperation and peace. Education is playing an ever more important role as a promotor of permanent ties, because it establishes human identification through experiences of the most constructive kind. Teacher education is, in this sense, the most productive means of interchange because its effects on the teachers of teachers can be multiplied as well selected seeds produce larger and better crops.

We should recognize, however, that the relations between teachers colleges in this country and in Latin America are still at an exploratory stage and their activities are just beginning. Some exceptional programs are being developed in colleges of education in Latin America, upon the initiative of universities that work with the assistance of some international service agency. This is good and can be the beginning of a broader coordinated plan that will benefit many institutions and countries.

It would be well, perhaps, to prepare a general outline of needs, and to focus upon goals of development, opportunity for interchange and possible resources, in order to encourage projects designed to promote teacher education in Latin America. A study of this type might evoke more decisive assistance on the part of the agencies that cooperate in educational improvement. Very considerable contributions have already been made; sometimes, however, there has been an unfortunate lack of speed in the conduct of projects that were calculated to obtain university exchange in the education of teachers. Perhaps the needs in

this field have not always been recognized, and it might be very useful to achieve greater recognition for them within the framework of needs included within a development plan for Latin America. The term "needs" is used here in the sense of this statement by Parnes:

> "Educational needs" is not a term without ambiguity. There is no such thing as a "need" in education (nor for the individual or the society) except in terms of values or goals attainable and the total amount of resources available for attaining such goals. The "needs" of a country for education, in other words, depend on the selected criteria and even so, can be arrived at only with reference to a comparative needs chart.[19]

As a guideline, the colleges of education in this country can do much to cooperate with similar institutions in Latin America. Problems requiring research are abundant; the fields are open for assistance to professors; there are tremendous quantities of talented young people who cannot continue their higher education for economic reasons; libraries and educational materials need to be improved; new teaching areas are urgently required in order to contribute to the training of youth. A new cultural frontier opens wide horizons and this Conference can start something significant by pointing a promising way.

I would like to express my gratitude for the privilege of having been invited to present to you some of the problems, efforts and hopes of Latin America with regard to education. And I would also like to express the faith which I believe is the inspiration of this Conference—a faith in the cooperative approach as the best means of securing progress and fertile friendship among the peoples of this hemisphere.

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[19] Parnes, Herbert S. Forecasting Educational Needs for Economic and Social Development. (Organization for Economic and Social Development, O.E.D. Publications), Paris: Andre Pascal, 1962. (Translated by Emma Gamboa)

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Latin American Universities and Teacher Education

When the executive committee of the Council on Higher Education in the American Republics (CHEAR) asked me to join Dr. Irma Salas of the University of Chile in a brief but intensive visit to Latin America in December 1963, I was delighted to do so. In view of my own inexperience in Latin America the opportunity to gain first-hand acquaintance under the expert tutelage of Dr. Salas with her rich background and broad knowledge of teacher training in Latin America was not to be missed. Also, it was an opportunity for me to add still another dimension to my long-term interest in the international problems of higher education and teacher training which had already led me to Europe, Asia, Africa, and Australia. This opportunity rounded out exactly a decade of my professional life during which time I have been enabled to touch down in at least a few key places in every continent of the world where education is a major enterprise of the human community. For this I am grateful to CHEAR.

The value of the invitation to me was therefore immediately apparent. The value for others may not be so readily unmistakable. I have no illusions that I can say much that is new or significant on the basis of a trip that took me to six different countries of Latin America in three weeks' time. The intensive character of the trip is measured by the fact that we interviewed 68 persons knowledgeable about universities and teacher education in Chile, Argentina, Brazil, Peru, Colombia, and Mexico. There are undoubted merits in a rapid bird's-eye view, but, whatever I can say must be viewed as largely impressionistic and especially subject to those errors of over-generalization that arise when knowledge is too little and too recent to serve faithfully the twin requirements of sound policy decisions, namely, practical judgment of the possible and seasoned perspective of the desirable. So I shall simply do the best I can in the hope that points made or questions raised by a novice may provide a special kind of impertinent perspective that will be useful to veterans in the field of Latin American higher education.

I. The Critical Importance of Qualified Secondary School Teachers for National Development in Latin America

Much work has been done in recent years to document two significant facts: the building of human resources is essential for the economic and social development of nations, and formal education has a fundamental role to play in the development of human resources. Recognition of these facts has led to a remarkable upsurge of interest among the modernizing countries of the world in the role of education in national development. Numerous international conferences, committee reports, scholarly studies, and planning agencies have stressed these themes in the past five years. I shall not try here to summarize a rapidly growing body of literature or say more about what is now becoming widely familiar, except to make one point.

Some of the conferences and some of the studies, reports, and plans—but not all—are beginning to recognize the crucial role that qualified teachers must play as formal education takes its part in promoting national and personal development. It may be that recently independent countries of Africa, with their relatively underdeveloped systems of education, have recognized more quickly how much their whole national future depends upon a continuing supply of trained teachers than is the case in some countries of Asia and Latin America where the shortages of trained teachers, great as they are, have not been so desperate. In any case, the next step after recognizing in general that formal education is fundamental to national development is recognizing in particular that the training of teachers is the key to formal education's proper role in national development. This next step has too seldom been taken by the conferees, researchers, and planners. And when it has been taken, the most common result has been a stress upon the importance of training large numbers of primary school teachers or the giving of special training to teachers of particular scientific or technical subjects. Without in the least denying the crucial importance of primary teacher training I would urge that in the less developed countries it should be viewed as a phase of the larger question of secondary education in general and thus should be considered as a proper concern of universities as well as of ministries of education.

A sample of important Latin American conferences in recent years would, I believe, bear out my generalization. In the Act of Bogota of 1960 educational improvement was recognized along with rural life, housing, public health, and fiscal policies as being among the essential measures for social and economic development, but the training of teachers was not specifically mentioned. In the Ten Year Educational Program for the Alliance for Progress adopted at Punta del Este in 1961, teacher training was mentioned twice, but attention was focused on science teachers and national and regional centers for the advanced training of teachers, and nothing was said about the continuing basic problem of teacher training or the role of universities therein. In the reports of two working groups appointed by the OAS entitled Latin American Higher Education and Inter-American Cooperation (June 1961) mention was made of the general importance of articulating secondary education with higher education and of in-service education for teachers, but nothing was said about teacher training in general as an integral function of higher education.

The report of the large scale Conference on Education and Economic and Social Development in Latin America sponsored jointly by UNESCO, ECLA (Economic Committee for Latin America), UN, and OAS in Santiago in 1962 gave a great deal of attention to teacher training, describing its present status and making recommendations for the future. But, again, the major stress was upon the training of primary school teachers with only fleeting mention of teachers for general academic secondary schools or for normal schools.

Subject, then, to factual correction, my general impression is that the weight of the major inter-American conferences, of committee reports and manpower surveys, and of actual technical assistance programs sponsored by UNESCO, OAS, and the USA has been thrown on the side of vital special needs rather than the over-all improvement of the training of teachers. For example, stress has been put on educational planning, administrative reorganization, removal of illiteracy, expansion of primary and rural education, fiscal reform, school plant development, technical and scientific training, rural and agricultural education, the new technology in educational methods, curriculum revision and in-service upgrading of teachers, especially in the sciences, and the need for educational research and training of research workers. All these are valuable and worthwhile activities. My point is two-fold:

1. Not enough attention to date has been given to the general improvement of the pre-service training of teachers on the scale demanded by the need for qualified teachers.
2. Where attention has been devoted to teacher training it has been largely devoted to primary and rural school teachers or to in-service training in specialized subjects of the secondary school curriculum, such as the sciences or technical studies, or in the newer methodologies of TV, radio, and programed instruction. Relatively little attention has been paid to the improvement of the training of those teachers who will teach in the intermediate or middle level schools: the academic secondary schools that prepare students for the universities and the normal schools that train teachers for the primary schools.

I would like to argue that the time is right for a general attack on this problem, that the universities of Latin America should be deeply involved, and that CHEAR and other inter-American efforts should become more directly concerned. I would argue that, in many countries seeking to promote rapid yet sound development, the intermediate schools (academic secondary and normal schools alike) are particularly strategic as means by which the entire educational level of the country can be raised, widespread educational energies can be released, and the development of human resources can be brought to bear upon national and personal development.

Intermediate level schools properly look in three directions at once: up to the university, out to the society, and down to the primary schools. The intermediate schools have the task of preparing youth for the universities where they will be trained for positions that require the highest levels of administrative, executive, professional, political, scientific or technical competence in the society. They have the task of preparing youth directly for the middle-level positions required to man the sub-professional, technical, commercial, industrial, and agricultural apparatus of a developing society. And they have the task of preparing teachers for the primary schools whereby the educational level of the country can be raised. Testimony is all but universal that the fantastically large drop-out figures in the first years of the primary schools in many countries is due at least in part to the poor quality of teaching in the primary schools. The time is past when a nation can modernize itself and maintain its freedom by relying for its educational foundations solely upon universal primary education for all and selective higher education for a few.

I believe, therefore, that the next place to take hold is at the intermediate level of education. I leave to others the enormous problems connected with technical, industrial, agricultural, or commercial schools. We had all we could do to raise questions about the role of Latin American universities in the training of teachers for the academic secondary schools and the normal schools. I believe the universities should give the highest priority to improved preparation for these two groups. Not only does national development require this priority

the very viability of the universities themselves depends upon it. Many universities will respond to the social and national need for better intermediate school teachers; the requirements of self-preservation and self-interest should prompt all to do so.

II. Special Conditions within Latin American Universities that Affect the Quality of Teacher Training

I shall not pretend to make a fundamental analysis of the characteristics of Latin American universities. I shall simply try to list some of the conditions that were mentioned to us many times during the course of our conversations as blockages that seem to retard efforts to improve the quality of teacher training. Then I shall indicate some of the signs of university reform and changes that may promise improvement in teacher education.

1. Fragmentation of Faculties

The fragmentation of Latin American universities into many independent or separate faculties has meant that there has seldom been a general university policy with respect to teacher training. As a result, many universities have done little or no deliberate planning for the training of teachers until recent years. The disjointed character of universities has thus strengthened the tradition whereby teacher training was confined to the faculties of philosophy or was carried on outside university faculties altogether. In some countries the ministries of education set up their own advanced normal schools for the training of secondary school teachers, and in all countries, the ministries established intermediate level normal schools for the training of primary school teachers. Even where secondary teacher training was a long time function of the university, as in the Faculty of Philosophy and Education at the University of Chile, the separation of training for secondary and for primary school teachers is all but universal. Such separation has reinforced the recognized disarticulation between the lower school systems and the university faculties. The situation is compounded where independent faculties of philosophy, letters, and science have mushroomed in the last few years and where many such faculties are not even dependent upon a university type of organization at all (as in Brazil).

2. Professionalism in the Faculties

The tradition of professionalism that has marked the separatism of university faculties in Latin America has had curious effects for the training of teachers that I cannot fully understand. It has meant, for example, that faculties of philosophy, science, and letters have not had professional outlets as easily identifiable as those of faculties of medicine, law, or engineering, but they nevertheless have in fact acted as professional schools for the training of secondary school teachers. This has often been done with only grudging recognition of the fact. Since it was assumed that university faculties ought to be professional schools and since students in faculties of philosophy had no other profession for which they were being specifically trained, the large majority of students in faculties of philosophy wanted to acquire the professional degree or license for secondary school teaching. But, many students did not really care as much about teaching as a professional career as about the symbol of prestige that they felt the degree bestowed. Similarly, the majority of faculty members

did not really relish the fact that the professional secondary school teaching license was the goal of most of their students.

To put the blackest possible face on the problem, then: Many students of philosophy faculties were not really committed to a career of teaching (and a good number actually did not become teachers), and their professors went about the business of teaching their theoretical, abstract, and literary subjects with considerable indifference to the fact that 90 percent of their students were ostensibly preparing to teach the secondary schools. Professors were more interested in their own subject matters than in the latent or manifest goals of their students. For their part, the students were less interested in the subject matter of their professors than in the professional status they hoped the degree would confer. Altogether, this is not an uncommon phenomenon in other parts of the world. But it is little wonder that it was difficult to build up among students a dedicated spirit of devotion to a career of teaching or that the professors of education would often be regarded with something less than the highest regard by their academic colleagues. Too often the result has been that faculties of philosophy have trained teachers to possess the disadvantages of academic specialization without the advantages of a professional career motivation and without a broad or general academic education appropriate to the needs of secondary school teachers.

3. Part-Time Professors

The traditional practice of relying heavily upon part-time professors in the university faculties has done little to create or strengthen the image of teaching as a career worthy of one's full energies and powers throughout a life-time. Conceivably, the part-time professor of academic subjects could be of value in transmitting organized knowledge to the prospective teacher, but when his professors of education were also part-time he could not be blamed for assuming that this is the way the lower schools ought to be run as well as the universities. Even worse, although the part-time professor of academic subjects had some training at the advanced level in his specialty, often the professor of educational methods or pedagogy in universities had little or no advanced training. In fact, we were told over and over again that one of the greatest bottlenecks standing in the way of improved teacher training is the dearth of competent persons who have the necessary background of academic and professional training to teach the professional courses in education and direct the practice teaching of prospective teachers.

4. "Part-Time Students"

When the tradition of the part-time professor is reinforced by the tradition of the "part-time student" who has available to him no residential academic community to which he can feel he belongs and no socially useful extra curricular activities to which he can devote his energies and whose interests therefore move to a life of political activism rather than a life of serious study, the motivation for a career of teaching service has hard going indeed. My impression, however, was that the discipline and sense of professional responsibility among students associated with strong departments or faculties of education were superior to those instances where organization and quality were weak. The general testimony was that students would respond responsibly, and esprit de corps would rise wherever a determined effort was made to increase the full-time staff, improve teaching methods, and give sustained attention to the needs of the nation and the careers of the students. Such a rise in morale would

certainly reduce the high drop-out rate and thus save large numbers of students from frustration and disappointment and thus possibly save them for the teaching profession.

5. Specialization of Study

The fragmentation of faculties has meant that university students in the different faculties undertake little or no study in common; on the contrary, they follow highly specialized courses of study. It is not unusual for a student specializing in one scientific field to acquire little knowledge of related sciences, to say nothing of the humanities or social sciences. This has meant that prospective teachers have often had a narrow training in one or at most two fields. Such specialization has reinforced the fragmentation of the secondary school curriculum which commonly is made up of as many as 12 to 14 different subjects in any one term and spread over as much as 38 to 40 class hours per week.

When teachers are equipped to teach only one specialized subject, the effort to reduce the number of studies or to give greater coherence to the curriculum runs into serious difficulties. More than once I was told that the highly specialized university study may benefit a teacher of the upper cycle of secondary schools where specialization is the rule, but it hinders the development of the general education that is considered to be the principal goal of the lower cycle. In Brazil, for example, a controversy is brewing over the question as to whether teachers for the ginasio should be trained in universities at all or whether they should be trained in advanced normal schools where the special needs of the lower cycle of secondary studies could be met.

Such specialization not only stands in the way of the well-rounded cultural development that is always listed as one of the objectives of secondary education, it contributes to the perpetuation of an encyclopedic curriculum in which each subject is taught by a different teacher. This practice in turn supports the system of part-time teaching and enables, even encourages, a teacher to travel from school to school to teach his one course for pay by the hour — with the added income that such practice brings but also with decreased value to the teaching and learning process for the students.

6. The Humanistic Tradition

The strength of the humanistic tradition in the faculties of philosophy has often meant several things for prospective teachers. In many cases it has meant that the teaching of science in a faculty of philosophy has not been as effective as the teaching of science in faculties of medicine, or engineering, or pharmacy, which faculties do not regularly prepare science teachers. Therefore, the prospective teachers of science have often not been as well prepared by the faculties of philosophy as have the teachers of the humanities. In some countries this has meant that most science teachers have been trained outside the universities in advanced normal schools or in pedagogical institutes, where the facilities and competence of the staffs have not matched those of the university faculties. In nearly all cases it has meant that far too few students have chosen to be trained as science teachers in the secondary schools.

Another result of the strong humanistic tradition has sometimes been an opposition to or disparagement of the development of pedagogical or psychological studies because of their "positivistic" or experimental character. The revival of literary humanism in one faculty of philosophy and letters in Brazil was so great that it would permit psychology to be required of future teachers in normal schools but not of future teachers in the academic secondary schools. The reaction

has apparently come full circle from the days when 19th century Comtian positivism was so strong that it favored the setting up of separate faculties in order to prevent the establishment of the university type of institution in Latin America on the grounds that it smacked too strongly of medievalism.

7. Autonomy

Finally, university autonomy, so zealously expounded in Latin American universities in recent decades, has justifiably had great support for the reason that it protects the universities from becoming political pawns at the whim of party governments. But it sometimes has also meant that the gulf between the activities of ministries of education and those of universities in the field of teacher training has been widened and in some cases made nearly unbridgeable. Mutual suspicions have sometimes led to indifference on the part of universities toward the legitimate claims of government for more and better trained teachers or hostility by ministries of education toward the kinds of teachers being trained by the universities. In many cases these feelings have either led to duplication of effort and proliferation of small, weak teacher training institutions or to a lack of effective facilities where most needed.

The heavy centralization of educational control in the hands of ministries of education has sometimes discouraged universities from entering enthusiastically into the business of teacher training. Political maneuvering in some governments has been known to have a similar effect. On the other hand, the uncontrolled establishment of secondary schools, normal schools, and universities has had the effect of producing many weak, understaffed, and sometimes purely profit-seeking institutions manned by poorly prepared or totally unprepared teachers. Such a situation cries out for public supervision or regulation. Somehow the universities and ministries of education need to arrive at some workable understandings and arrangements for the improvement of teacher training in such way that freedom of education is protected and at the same time the social needs of the nation are served. If there is a shortage of teachers, yet university students do not wish to become teachers, what to do? If the majority of secondary school students prefer the academic course (even though most who enter drop out), and only a few want to go to normal schools, or technical or agricultural schools, what to do? Will a great drive for more and better educational planning at the national level solve such problems as these? Or will these problems require fundamental changes and reforms within universities as well?

III. The Emergence of Reforms and Changes within Latin American Universities that Promise Improvement in Teacher Training

I would like to conclude this set of impressions with a few sketchy references to university developments that seem to me to hold promise for the future of teacher training. I may have misjudged their full import and I surely have missed many instances that may be even more significant than the ones I have mentioned. But the fact is that I felt that the breezes of educational change are beginning to waft through the Latin American university landscape. These stirrings do not seem to have reached the intensity of the gale force winds of soul-searching and educational criticism that have whipped up the currents of teacher education in the United States in recent years, but both phenomena, I believe, mean that the time is right for mutual examination and planning for the future.

1. General Education and Basic Studies

We found a good many instances where the urge to overcome the fragmentation of faculties, the narrow professional outlook, and the excessive specialization of studies has led to efforts to institute some form of general education or basic studies for all students in a university or in a faculty. In many cases these efforts have revolved around a reorganization of the academic departments of the faculties of philosophy, letters, and science, to give a greater university-wide coordination to their work and to make it possible to broaden the base of common understanding among students throughout the various faculties of the university.

For example, the Faculty of Philosophy and Education of the University of Chile has brought its scattered departments into three Central Departments (of Philosophy and Letters, of Mathematical and Natural Sciences, and of Social Sciences) to overcome the proliferation and duplication of relevant departments among the different professional faculties, and to develop basic studies required of all university students before they begin their professional specialization. In addition, a Department of General Studies has been established under the direction of Dr. Salas to develop programs of general education for a number of University Colleges that are being established in several regions of Chile. At its new University City the University of Sao Paulo has begun to unify, centralize, and coordinate the activities of some of the scientific departments that have been scattered among the professional faculties; and also the Faculty of Philosophy, Science, and Letters is seeking greater coherence and unity within itself. The new plans for the University of Brasilia put great stress upon common basic studies to be required during the first two years of university study for all university students. Several universities in Colombia (notably los Andes, del Valle, and Catolica Javeriana) have made notable strides in developing new patterns of general studies for the first two years of university work.

Such developments can be extremely valuable for improving the general background of prospective teachers and helping them to overcome the narrow specialization which has so deeply affected teaching in the secondary schools as well as in the universities. I can think of no type of professional training that could profit more from an improved basic and general education than the professional training of teachers. General education along with competence in their academic specialties is the stock in trade of teachers.

I felt a good deal of concern being expressed, too, for reform and change within the schools, faculties, or departments of education themselves, perhaps not as widespread as the basic studies development in faculties of philosophy but nevertheless significant. We heard of new plans for pedagogical studies that have recently been drawn up at the Universities of Chile, La Plata, Litoral, Brasilia, Sao Paulo, and Javeriana. By and large, these plans called for more attention to training for guidance specialists and an increase of sociological and psychological study for teachers. I gained the impression that not as much was being done to attack frontally the basic courses in professional education that are almost universally required of teachers, namely, introduction to pedagogy (including history, philosophy, and psychology of education), didactica (general methods of teaching), and special methods of teaching and practice in a particular school subject. My own feeling is that a thorough reexamination of these fundamental education courses would be in order and that this should be done now while the reforms in general education are still in their formative stages of development and could well take account of the needs of teachers as well as of the other goals of higher education.

While I was greatly impressed with the possible advantages for improved teacher training that are evident in the resurgence of faculties of philosophy in several Latin American universities, I would think it would be a great pity if

this laudable effort to improve the quality of university instruction in the basic sciences, humanities, and social sciences would serve to downgrade, repudiate, or isolate the professional training of teachers. Improvement of both should proceed together. I felt on more than one occasion that the liberation of the academic departments in faculties of philosophy from the onus of being merely subsidiary to the professional training of secondary school teachers might be taken as an opportunity by the academic professors to free themselves entirely from any responsibility for teacher training in order to elevate their own specialty for its own sake within the university hierarchy. The academic departments need a new lease on life, but if this is taken to mean a license simply to prepare their own students for advanced graduate work in their own fields, I believe they will not be acting responsibly with respect to the need for higher quality secondary school teachers to aid in promoting national and personal development. I confess I found no great sense of urgency on the part of academic professors to be of service in reducing the severe shortage of teachers in any of the nations we visited. Massive injections of academic purism could be as deadly as the disease of hyper professionalism itself.

A great opportunity should be seized here and now or it may be lost. Just as funds and outside experience may be useful in developing basic studies or general education, leadership training programs for the organization and administration of higher education, and better scientific and technical training, so are they needed for the development of overall educational leadership in the national school systems and for the overall improvement of the quality of the professional studies of education in the training of teachers at the university level. Removal of excessive fragmentation and specialization from the schools is as important as their removal from the universities. Fortunately, both can go along together if the overall improvement of teacher training is given high priority by the interested parties working together.

2. Improvement of University Instruction

At several universities we found expressions of concern about the problem of part-time professors and "part-time students". We were told that strenuous efforts were being made in a number of places to increase the proportion of full-time professors (for example, at Sao Paulo, los Andes, del Valle, and elsewhere).

My impression is that this is a most desirable trend and should be hastened and strengthened. I would caution, however, that the amount of time a professor spends at his job is not the only means by which students will be induced to take their academic duties more seriously. Improvement in the quality of instruction, the sense of dedication to the advancement of knowledge and its dissemination, and competence in teaching and research are necessary as well. I believe, therefore, that concentrated efforts to mobilize interest and effort of faculties to upgrade the quality of teaching within the university itself should go along with the efforts to increase the number of full time professors and teachers.

Interesting examples of efforts along this line seem to be developing at the University of Buenos Aires where a Committee on Higher Education Planning is studying the problem of disarticulation within the university and a Department of University Pedagogy is examining what can be done to reduce the large number of drop-outs that occur after the first year of university study, including the possibility of two-year colleges. Furthermore, some interesting projects are being undertaken by the Institute of Psycho-Pedagogical Research to improve the quality of university teaching, by experimentation with small group methods to enliven instruction, involve students, and overcome listless listening to lectures. Such experiments have already been carried on with younger members of the Faculties of Architecture and of Medicine. Plans are underway to require

assistants in the Faculty of Philosophy and Letters to study the processes of group learning and the evaluation of higher education. Similarly, the Department of Science of Education at the University of Litoral has been experimenting with a common core of basic studies in education, improvement of group methods of learning and teaching, and reduction of the numbers of different subjects and teachers in the lower cycle of the secondary school.

Deliberate efforts like these to improve university instruction could serve the two-fold purpose of improving the learning of the university students themselves and of improving the image of the teacher's role which could have a profound effect upon the career ambitions of university students and stimulate their motivation to become serious, conscientious, and full time teachers. It is even possible that the faculties of education could take leadership in raising the morale of university teachers and students as a whole.

One aspect of university autonomy that sometimes has led to low morale or lax discipline among students is the practice of permitting freedom to students to attend or not to attend university lectures as they see fit. In some universities this same freedom does not apply to field trips; so those in charge of education courses, interestingly enough, have begun to require more field trips and practical exercises and to rely less exclusively on straight lectures. With a little ingenuity the problem of improving methods of university instruction while maintaining traditions can become a fascinating enterprise.

Thus, as the university administrations and faculties take steps to discipline themselves and to improve their full-time teaching practices, modernize their curriculums, and give more attention to knowing their students through counselling and testing, they are taking steps to reduce the spirit of indiscipline among students. As a new spirit of public service and of desire to contribute to national development arises among university students, the willingness on the part of an increasing number to dedicate themselves to a career of teaching may well be enhanced.

3. Greater Attention to the Sciences, Social Sciences, and Educational Research

I saw several signs that the overemphasis upon the humanistic tradition is being reduced by the efforts to achieve a more even balance between the humanities, the sciences and, to a lesser degree, the social sciences. The desire for expanding the sciences was very clear, and my impression is that external aid from the USA, both government and private, is supporting this stress on the sciences. I sensed, too, that some steps were being taken to promote increased attention to the study of some of the social sciences, principally economics, sociology, and anthropology, but I did not get the impression that political science or international affairs were receiving as much attention from outside sources as they should.

Although I did not find much evidence of concern for improving the content or quality of instruction in education courses, I did find several signs that pedagogical research was moving ahead significantly in several universities, notably at the University of Chile, the Universities of Buenos Aires, Cuyo, La Plata, and Litoral in Argentina, the National Institute for Educational Research in Rio de Janeiro and the Regional Center for Educational Research at the University of Sao Paulo.

The Institute of Education at the University of Chile has carried out since 1956 several studies of articulation (between the secondary school and university, between the elementary and secondary school, between vocational education and other branches), student attrition at the university, the teaching of reading, socio-economic-educational surveys of a district of Santiago, and cooperated with the University of Chicago in studying certain aspects of the

education/occupation matrix as a phase of economic development. Some of the research interests of the universities in Argentina have already been mentioned.

The most active of the several regional research centers in Brazil and the only one directly affiliated with a university is that at the University of Sao Paulo. Closely related to the Department of Education within the Faculty of Philosophy, Science, and Letters, the same professor heading both enterprises, the Regional Center conducts programs for the in-service training of teachers and the training of research specialists along with the conduct of research studies, as does the Institute at the University of Chile. Several UNESCO experts have been involved in the activities of both. Also at Sao Paulo, a pilot project in new methods of physics teaching is being conducted by IBECC (the Brazilian Institute of Education, Science, and Culture). The project is being sponsored by UNESCO to explore the possibilities of programed instruction, films, television, and laboratory kits in the improvement of physics teaching. The participants are young physics teachers from universities, pedagogical institutes, and normal schools; the staff has had experience in both academic and pedagogical institutions.

I believe that the efforts to improve the teaching of specific secondary school subjects and to upgrade the teaching of the sciences and social sciences in the universities are extremely useful for the improvement of teacher training. I also believe that educational research efforts based upon psychological and sociological techniques and directed at specific, limited problems are very desirable. Much more needs to be done along both lines, but I would urge, in addition, that the social science approach to the study of professional education be broadened to include the best modern methods of historical, comparative, philosophical, political, and anthropological research as well as psychological and sociological. It is extremely important that these scholarly disciplines be applied to the development of revised courses in the principles of education (the historical, comparative, philosophical, sociological, and psychological foundations of education) as well as to the special methods of teaching particular subjects.

Furthermore, the whole social science approach to education should be broadened to include a larger stress upon coordinated research studies designed to contribute to the general theories of the role of education in national development. I include the interrelationships of education with political development, personal development, cultural development, and international development as well as with economic and social development. I am thinking, for example, of the need for a greater stress upon the study of education within the framework of such general social science analyses as those being formulated in the following recent works:

Almond, Gabriel A., and Coleman, James S. (eds.), The Politics of Developing Areas (1960)

The Brookings Institution, Development of the Emerging Countries: An Agenda for Research (1962)

Butts, R. Freeman, American Education in International Development (1963)

Foster, George M., Traditional Cultures: and the Impact of Technological Change (1962)

Hagen, Everett T., On the Theory of Social Change (1962)

Harbison, Frederick, and Myers, Charles A., Education, Manpower, and Economic Growth: Strategies of Human Resource Development (1964)

Lerner, Daniel, The Passing of Traditional Society (1958)

Lipset, Seymour Martin, The First New Nation: The United States in Historical and Comparative Perspective (1964)

Lipset, Seymour Martin, Political Man: The Social Bases of Politics (1960)

McClelland, David C., The Achieving Society (1961)

McNeil, William H., The Rise of the West: A History of the Human Community (1963)
Millikan, Max F., and Blackmer, Donald L. M. (eds.), The Emerging Nations: Their Growth and United States Policy (1961)
Pye, Lucian W., Politics, Personality and Nation Building (1962)

4. Broadening University Interest in Teacher Training

I found some signs that the rigidity of the traditional dualisms in Latin American educational institutions may possibly be softening - to the advantage of teacher training. For example, several universities indicated a desire to move toward the training of primary school teachers as well as of secondary school teachers. In Peru the University of San Marcos is planning to begin the training of primary school teachers in 1964, as the Catholic University and Superior Normal School are already doing, and to require of them the full five-year university program in the effort to begin the raising of the cultural level of primary schools and thus raising the cultural level of the rural and non-Spanish-speaking populations. The University of Huamanga in Peru is already attracting a high proportion of rural and Indian students and is planning to incorporate the local normal school into the university faculty of education. The University of Brasilia is planning university-level courses leading to the bacharelado (two years of basic studies and one year of professional studies) for teachers of the upper primary grades, possibly even for all grades of the primary schools as Brazil aims at nine years of schooling for all children. Teachers for secondary schools would be given two more years of university graduate study leading to the licenciado.

If such plans should spread and become effective, the possibility of increasing upward social mobility for the underprivileged rural classes would definitely be enhanced. This would be true even if full university degree work is not open to primary school teachers, but if shorter courses or in-service training for them is undertaken by the universities. Steps are already underway to this end in the two-year University Colleges of the University of Chile which are not only offering two years of university level general education but also offering preparation for various regionally important occupations as well as extension classes for the in-service education of teachers and other adult and professional groups. One University College offers courses for the pre-service training of primary school teachers. Non-degree courses for teachers are also in prospect at the Universities of Sao Paulo and Brasilia.

If some kind of rapprochement could be achieved between universities, advanced pedagogical institutes, and normal schools with respect to improved training of teachers the entire level of the educational system could be raised. In this connection it is interesting to note that Harbison and Myers in their new book define "qualified" teachers as those who have at least twelve years of education themselves (possibly as little as ten or eleven), and they classify teachers among those who constitute "strategic human capital" or "high-level manpower" essential for developing nations. Although the training of primary school teachers is now commonly looked upon in Latin American countries as intermediate level education and not as worthy of higher education, it is not too early for some Latin American countries to begin thinking seriously of expanding the role of universities in this field. At the very least, the universities should become as much concerned about preparing teachers for the normal schools and advanced pedagogical institutes as they should be with preparing teachers for the academic secondary schools and their own faculties.

5. Improved Educational Planning

The cure for many of the problems of educational development is now seen by many observers as residing in the realm of more and better planning for education. For example, Chile has appointed a Commission on Development Planning in Education in the effort to achieve greater coordination and articulation in the entire educational system. In setting up new goals and new plans for a reorganized system particular stress is being put upon heightening the career motivation of teachers, improving the training of administrators, and stressing guidance functions in the educative process.

As planning groups set about to achieve greater horizontal articulation between the various schools at a particular educational level and better vertical articulation between the lower and higher levels of the educational system and as they set out to bridge some of the gaps that exist between local, provincial, and national levels of government, between rural and urban regions, and between public and private educational institutions, they patently have their hands more than full. There are any number of threads upon which planning can be hung, but I happen to believe that a theme all too seldom used could provide an especially useful means of consolidating the different interests of a fragmented system, namely, teacher training. It is a national as well as a regional, provincial, state, or local problem; it is an urban as well as a rural problem; it requires the cooperation of universities, other teacher training institutions, the ministries of education, and representatives of primary, secondary, and higher education; it requires the cooperation of private and public authorities which run schools and hire teachers and therefore are concerned with their training; and it covers the range of academic fields of knowledge as well as the professional interests of a major organized group in society.

I stress this point because I feel that so far the educational and national planners have not paid sufficient attention to the crucial nature of teacher training, just as the economic planners have not paid enough attention to the problem of human resources development. It is gratifying to note that Harbison and Myers have not only stressed the importance of human resources development for national development, but they also have paid more attention to the strategic role of teachers and of formal education in this process than any other economists I know. The next step, and one that even they have not yet taken, is to highlight the importance of teacher training in the process of human resource development. Failure to do so will lead to serious neglect of a vital link in the entire process - a link that university faculties and administrators have generally not been very eager to forge.

A final note. One of the most hopeful signs of a new spirit of social responsibility and general zest for service on the part of the universities is generally conceded to be the Association of Colombian Universities. It is promoting academic freedom, beginning the process of professional accreditation for new universities, and conducting seminars and discussions on academic and curriculum problems. As it becomes an ever more effective vehicle for university reform, I hope it will become especially interested in the education of teachers - for all levels and for all types of institutions. It and other university associations in other countries could profitably address themselves not only to the improvement of university instruction and the direct preparation of secondary school teachers but also to the revitalizing of the pedagogical institutes and the upgrading of normal schools designed for primary school teachers. If they do not do so, if the universities stand aside from this strategic problem, if the pace-setting institutions are neglectful or disdainful of lower education, the ministries of education will be obliged to solve the problem in their own way without regard to the universities, and all the deficiencies of fragmentation, isolation, specialism, and low status of teaching may be further imbedded in the

system. I hope this opportunity will not be missed. Similarly, by all accounts, ICETEX (Colombian Institute for Advanced Training Abroad) is also very well regarded for the excellent work it is doing. I hope it is sending scholars and students abroad who will come back to work directly at improving teacher training at all levels of education as well as in the several academic disciplines and in the more highly regarded professional fields.

I hope that blind spots in the North American system will not be allowed to reinforce those in the South American system. I have already mentioned the fact that the technical efforts of AID[1] and UNESCO have recognized primary teacher training and educational planning as they work with Latin American ministries of education. At the same time, North American foundations have promoted general education and basic studies in the universities as well as advanced training for faculty in the academic fields of teaching and research and the upgrading of the sciences as related to some of the higher prestige professions. But a major gap has been left. No one seems to have done very much for the training of teachers for middle level schools—despite the fact that they remain the most efficient fulcrum upon which universities at one end of a nation's educational system can most directly and efficiently apply leverage to pry loose the great, stubborn educational mass at the other end and thus raise the cultural and educational level of the whole society. If I am correct that teacher training for intermediate schools is a vacuum in the field of international assistance, we should remind nature that we abhor that vacuum even more than she does—and set about to fill it.

[1]See, for example, International Cooperation Administration, Office of Educational Services, Report of Progress in Teacher Education; Technical Cooperation in Forty Developing Countries (Washington, D.C.: Government Printing Office, April 1960, pp. 11-14.

Panel Discussion

"The Role of the Federal Government in International Education"

Presiding: Glenn Kendall, President, Chico State College, Chico, California
Moderator: Francis N. Hamblin, Dean, School of Education, George Washington University, Washington, D.C.:
Panel: Jacob Canter, Director, Office of Inter-American Programs, Bureau of Educational and Cultural Affairs, Department of State, Washington, D.C.

Thomas E. Cotner, Acting Deputy Associate Commissioner, Bureau of International Education, U.S. Office of Education, Washington, D.C.

Harold L. Enarson, Director, Education Service, Office of Human Resources and Social Development, Agency for International Development, Washington, D.C.

Robert F. Baker, Program Officer, Office of University, Private and Institutional Cooperation, Peace Corps, Washington, D.C.

Jacob Canter, Director
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The Department of State

The educational and cultural exchange program of the Department of State is the oldest official United States program of this nature in Latin America. It was initiated over 25 years ago to carry out university, student and faculty exchanges as set forth in the Convention for the Promotion of Inter-American Cultural Relations signed in Buenos Aires in 1936. The program was broadened in scope in subsequent congressional legislation, and is now carried out under the authority of the Fulbright-Hays Act, Public Law 256, 87th Congress.

The educational and cultural exchange program of the Department, which is carried out through the Department's Bureau of Educational and Cultural Affairs, has become one of the basic aspects of this country's relations with the other American Republics. Its general goal is to assist in the development of friendly, sympathetic and peaceful relations between the United States and other countries by increasing mutual understanding, strengthening ties with other peoples and promoting international cooperation for educational and cultural advancement. It is not a technical assistance program as such, although the Department's program is coordinated closely with that of other government agencies so that a total country program in exchanges will be as meaningful as possible. It is a program essentially of communication, a program involving persons of many professions and of the various social strata, and the participants in the program engage in a variety of activities. At the present time particularly, the program seeks to be responsive to the social change taking place so rapidly in Latin America. It seeks identification with the broadening sector of present and potential leadership: youth; the rising middle classes; the labor ranks; the leadership in democratic and democratically oriented governments; the intellectual

leaders; the faculty and students of universities; and the teachers and administrators of primary and secondary schools.

On one side the program is indeed academic. Students are exchanged for the purpose of studying for an academic year in the universities of the United States and Latin America; Latin American professors and research scholars come to the United States to teach or conduct research and their U.S. counterparts pursue corresponding activity in the countries of Latin America. In eight countries of Latin America the academic program is carried out through binational (Fulbright) commissions. In the academic area there are other types of programs which are supported by the Department, such as certain "Junior Year Abroad" programs and several university-to-university exchange arrangements.

But there is another side of the Department's program which is not formally academic and which covers many other types of exchanges. I can give only some examples. Among them is the "educational travel" program. Under this program groups of students come to the United States for periods of from 30 to 40 days to observe developments and confer with specialists in their professional fields, view at first hand our institutions, and establish contact with U.S. students and with the American people in general. Those making up a single group (which numbers from 10 to 15) may come from a single faculty of a Latin American university or from several faculties of the same university, or a single group may come from several universities of the same country. Their program usually includes a short seminar at a U.S. university devoted to discussions on aspects of American civilization and the relations between the United States and the country of origin of the students. In fiscal year 1963 over 1,000 Latin American students participated in the educational travel program, and we expect the same number in the present fiscal year.

Another activity of some importance is that of the Department-supported seminar. One such seminar has been that which is conducted by University of California, Los Angeles for a group of students from various Brazilian universities and which deals with the civilization of the United States. A second seminar has dealt with higher education; in the past two years this seminar has been conducted by the University of Kansas, Lawrence, and its participants have been rectors, deans, and other administrative officials of Latin American universities. A third seminar has concerned itself with the subject of civic leadership; it has been carried out by the Overseas Education Fund of the League of Women Voters and its participants have been women leaders from various Latin American countries. A new seminar in the current fiscal year was that on social change conducted by the International Study Center in Washington for some 20 young intellectuals from Colombia, Ecuador, Peru and Bolivia.

You are all undoubtedly aware of the programs for foreign leaders and specialists. Under the leader program, persons who have attained leadership in various spheres of activity in their countries come to the United States for observation in their professional fields and to confer with their U.S. colleagues. Their program lasts approximately 60 days. Under the specialist program Latin American specialists come for work in a variety of fields like journalism, radio, TV, public administration, and library science. The United States specialist program complements the foreign leader and specialist programs by providing short-term grants to U.S. specialists to lecture and to participate in roundtable discussions and workshops in the arts, the social sciences, journalism, physical sciences, education, and other fields.

Since this audience is particularly interested in teacher education, I am pleased to report that under the Department's program there are a number of activities for teachers and administrators from the other American Republics. Under the teacher development program, elementary and secondary school teachers and administrators, teacher training specialists, and ministry of education officials carry out programs in primary education, secondary education,

administration, curriculum planning, and the teaching of English as a foreign language. This program covers a period of six months. The Puerto Rico Workshop program is another teacher development program consisting of workshops for primary school teachers, secondary school teachers, and administrators. These workshops are conducted in Spanish at the University of Puerto Rico for a 30-day period, after which the groups come to the mainland for a brief period of observation. Both of these programs are administered for the Department by the U.S. Office of Education. In addition, the Department's program includes certain special projects for teachers which consist of workshops for English teachers, seminars for specific subject matter teachers from individual countries, and support of direct exchanges between the school of education of a U.S. university and a teacher training institution in Latin America. We should also recall that under the Department's program some 40 American-type binational community schools in Latin America receive assistance for teacher salaries, educational materials, and scholarships for the nationals of the countries in which they are located.

In all these activities we are grateful for the contribution U.S. colleges and universities are making toward the effective conduct of our exchange program. Without such assistance we would be hard put to have a program in any significant sense. And I refer not simply to the facilities and resources put at the service of the Department's program, but also and especially to the role the colleges and universities play in establishing intellectual and spiritual communication with students, professors, leaders, and teachers from the other countries of the Hemisphere. We hope that in carrying out this role the U.S. colleges and universities are strengthening their own educational process, that our program in some small way is contributing to that end.

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The Office of Education

The U.S. Office of Education administers a number of programs and educational activities which relate directly or indirectly to the people and countries of Latin America. Some of these programs such as Teacher Exchange and Teacher Development or the Technical Assistance Program in education are conducted cooperatively with the Bureau of Educational and Cultural Affairs and the Agency for International Development, Department of State. Other programs, such as those under the National Defense Education Act, the Cooperative Research Program, and in Comparative Education are a result of direct authority and appropriation from the Congress.

In implementing these projects, the cooperation and assistance of colleges and universities are sought. Contracts are made for the conduct of training for educators from abroad, for the training of American teachers and students in foreign languages and area studies, and for a wide range of educational research. Many opportunities exist for individual teachers, professors and graduate students to teach, study or do research in Latin America and other areas of the world.

A brief description of these programs as they relate to the other American republics follows.

International Teacher Development Programs

The International Teacher Development Program provides training programs for foreign educators which include special seminars in their fields of interest at selected college and university training centers. Educational travel, orientation and evaluation activities, and individual assignments to American schools and communities also are a part of their program. Most grants are for 6 months in the following fields of specialization: elementary and secondary education, school administration and supervision, vocational education, the teaching of English as a foreign language, American civilization, and science education.

Last year, one half of the 88 teachers from the Latin American area came in the field of English teaching on the regular training program. Four teachers from Colombia came on summer English projects. Three 40-day workshops in elementary, secondary education and school administration respectively were held at the University of Puerto Rico for 115 educators from Argentina, Bolivia, Chile, Colombia, the Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Nicaragua, Panama, Paraguay, Peru, Uruguay and Venezuela.

In addition, 237 teachers from Chile, Costa Rica, El Salvador, Guatemala, Martinique, Mexico and Venezuela came throughout the year on special projects of 30 to 45 days' duration. These projects include a variety of fields of specialization and have various objectives from normal school teacher training to citizenship education. One phase of each project consisted of a brief seminar arranged by an American institution of higher learning.

In these ways, programs were arranged last year for 444 teachers and school administrators from Latin America.

Teacher Exchange Program with Latin America

Brazil Seminar — 15 American Teachers Will Participate in 1964

This seminar is under the sponsorship of the University of Brazil. It is conducted in the English language and is designed to permit American teachers of Latin American history, geography, and social studies to participate in an intensive study of Brazil's geography, economy, history and culture. The American teachers have the opportunity to travel throughout Brazil and to hear lectures given by outstanding individuals. Extended periods are spent in Rio de Janeiro and Sao Paulo as headquarters for concentrated class study and visitations. Visits are also planned to a number of cities including Brasilia, Belem, Belo Horizonte, Salvador and Porto Alegre.

Colombia Seminar — 20 American Teachers of Spanish Will Participate in 1964

This seminar is sponsored by the Instituto Caro y Cuervo, the most important linguistic center of Colombia. It is designed to acquaint American secondary school teachers of Spanish with the language and literature of Hispanic America. It includes a two-week period devoted to visits to the cities of Cali, Cartagena and Medellin, and a six-week period at the Universidad de Los Andes at Bogota. Provision is made for visits to places of historic and cultural interest in all of these cities.

One-Year Teaching Grants for American Teachers

American teachers go to certain Latin American countries for a year to teach English as a foreign language. The teachers are fluent in the Spanish language and have been teaching English and Spanish in the United States. Before leaving for their host institutions, most of the teachers attend a seven-week seminar in the teaching of English as a foreign language. The seminars are held at Georgetown University and at the University of Michigan.

There are a few American teachers who go to Latin America to teach mathematics and science. Whenever possible, a teacher with a knowledge of Spanish is recommended. All teachers participating in this program may stay in their host institutions for another year if the United States Educational Commission of the country requests it. Altogether, 15 American teachers will be awarded grants to teach in Latin America during the year 1964-65.

One-Year Teaching Grants for Teachers from Latin America

Teachers from various Latin American countries come to the United States for a year to teach Spanish. Applications of the teachers are sent to the Office of Education by the Educational Commissions from the countries participating in the Teacher Exchange Program. The U.S. Office of Education reviews the applications and recommends for placement, in the American public schools, those teachers who have a bachelor's degree or the approximate equivalent of a bachelor's degree in the United States and who have a good command of the English language.

The Latin American teachers may stay in the United States for a second year if the American school requests it. Sixteen Latin American teachers will participate in the 1964-65 Teacher Exchange Program.

With the increasing emphasis on the audio-lingual method of teaching Spanish, the American schools are conscious of the advantages of having a native speaker and are therefore glad to participate in the Exchange Program.

Grants for the Improvement of Instruction in the Fields of Modern Foreign Languages and Area Studies (Section 102(b)(6), Fulbright-Hays Act)

By Executive Order, the Office of Education has been given the responsibility of administering Section 102(b)(6) of the Fulbright-Hays Act. The purpose of this Section is to improve the quality of instruction in modern foreign language and area studies fields. It includes several projects which involve Latin American countries.

Twenty-five teachers, instructors and assistant professors of Latin American history, government, economics or history of the Americas will receive grants to go to Mexico this summer to attend a seminar in Mexican history and area studies. At the same time, approximately 30 teachers of Spanish at the elementary school level, including grade 8 and below, will attend a summer seminar in Costa Rica.

One-year study or research grants are also available to outstanding elementary and secondary school teachers in the language and social science fields who have had five or more years of experience. Grantees, of course, may go to other areas of the world as well as to Latin America. Application for these projects is made through the Teacher Exchange Section of the Office of Education.

A limited number of grants are available under Section 102(b)(6) to enable city and county school systems and state departments of education to obtain the services of foreign curriculum specialists to aid in improving and strengthening their language and area studies programs. A few of these awards will be used to bring specialists from Latin American countries to the United States, in most instances to help with large-scale Spanish language programs.

Further, grants are available to college and university faculty members of NDEA-supported language and area studies centers and to advanced graduate students who may apply, through their own institutions of higher learning, for two- to twelve-month grants to study or do research abroad in their areas of specialization. Graduate students should have completed at least two years of graduate work and should apply through their National Defense Foreign Language Fellowship Committees. Grants may be for study and/or research in Latin America or elsewhere.

The Technical Assistance Training Programs in Education

Nineteen Latin American countries and nine islands of the West Indies Federation sent AID-sponsored participants to the United States during the last three years. A total of 324 participants from these countries were programed and supervised by the U.S. Office of Education in this period.

During these years, the countries of Latin America initiated long-range educational planning in fulfillment of Alliance for Progress requirements as stipulated by the Punta del Este Conference. The purpose of this planning was to pin-point priority needs in education and to determine the fields in which educational personnel required special training as essential to the improvement and further development of administrative, supervisory and instructional practices in the school systems of each country.

This new approach to solving the educational problems of the various countries has resulted in a more rational approach to the selection of participants by the countries and in more clearly defined training objectives. With the completion of the educational planning for each country and the determination of priority training needs, an increasing influx of Latin American participants can be anticipated in the near future.

One example of the anticipated acceleration of training may be seen in the recently initiated Central American Scholarship Program which is a commitment by the United States and the governments of the six republics of Central America,

including Panama, to provide twenty-five scholarships yearly to each of these American countries for advanced degree training essential to the progress of economic integration and development.

The following table indicates the number of Latin American participants programed and supervised by the U.S. Office of Education during the fiscal year 1961-63 period by countries and years:

NUMBER OF PARTICIPANTS FROM LATIN AMERICA, 1961 - 1963

Country	FY 1961	FY 1962	FY 1963	Totals
Totals	121	93	106	320
Bolivia	11	5	1	17
Brazil	3	4	18	25
British Honduras	--	--	3	3
British Guiana	2	1	1	4
Chile	10	6	3	19
Colombia	5	7	7	19
Costa Rica	14	12	14	40
El Salvador	4	--	4	8
Guatemala	6	8	1	15
Haiti	3	4	--	7
Honduras	10	10	2	22
Jamaica	4	11	7	22
Mexico	3	1	--	4
Nicaragua	8	5	5	18
Panama	9	6	8	23
Paraguay	4	2	10	16
Peru	12	1	1	14
Surinam	1	1	1	3
Venezuela	--	--	1	1
West Indies	12	9	19	40

An indication of the principal program objectives during the three-year period may be seen in the fields of study pursued by participants during the Fiscal Year 1963. The programing in that year covered a broad range of educational activities from specialization in occupational skills training on the post-secondary level for vocational teachers to doctorate level studies for university professors. As in previous years, the programs for Latin America were heavily weighted in favor of vocational education and industrial arts teacher training. These areas of education are receiving priority consideration in an effort to provide better trained manpower for economic development. Of the total of 106 participants programed in Fiscal Year 1963, 66 specialized in the following fields:

Specialization	Number of Participants
Administration of Vocational Education	4
Industrial Arts Education	20
Trade and Industrial Education	18
Agricultural Education	13
Business Education	4
Vocational Guidance	4
Home Economics Education	3
Total	66

The balance of 40 participants for the Fiscal Year 1963 received specialized training as administrators, supervisors, teacher educators and teachers in 13 different administrative or subject matter fields.

Three group projects were also administered during FY 1963. The first group of 14 Latin American educators from five countries included supervisory and instructional personnel on the elementary, secondary, and normal school levels. This group had already completed their initial training programs in Puerto Rico. A second group of eight trade and industrial education specialists, included seven from Panama and one from Costa Rica, who had been studying for a year in Puerto Rico and came to the United States for the final phase of their training program. The third group consisted of seven Brazilians, six of whom were directors of industrial schools. The other member of the group was an architect from the Ministry of Public Works. All were from the state of Sao Paulo.

Education Specialists for AID and UNESCO

The Education Missions Section of the Bureau of International Education has, for a number of years, been responsible for recruiting education advisors for service in the technical assistance programs conducted in the Latin American countries by the Agency for International Development and UNESCO.

At the present time, the AID education programs in Latin America are concentrated in the areas of higher education, elementary education (including the construction of schools and the production of textbooks), and vocational industrial education. A number of the education programs, however, have been drastically curtailed and, as a result, no education advisor openings are anticipated in the foreseeable future.

UNESCO is supporting several education projects in Latin America. The majority of UNESCO openings are in the field of natural sciences or technical engineering education.

A usual requirement for service in both the AID and UNESCO programs in Latin America, in addition to competence in the area of specialization concerned, is some degree of fluency in Spanish.

Cooperative Research Projects Related to Latin American Countries

An international seminar supported by the Cooperative Research Program was held at The University of Chicago during February 1964. The seminar involved approximately 20 social scientists with an interest in education, several of whom were from Latin American countries. The purpose of the meeting was to plan cross-national studies of children and adolescents, to lay a basis for further international collaboration in educational research, and to plan for exchanges of professors and graduate students among the countries represented.

Another cooperative research project related to Latin American countries has a twofold purpose: 1) to discover the extent to which national history and other social studies textbooks used in American (U.S.) elementary and secondary schools help the students to know and understand Latin America; and 2) to determine the understandings that students actually possess about Latin America.

The relationship between educational change and other social and economic changes is being studied under a project at The University of Chicago. Mexico was chosen for the study because it is a country which is successfully undergoing

economic development. An attempt will be made to identify situations in which education seems to be a requirement for economic growth.

A completed project at The University of Texas, Austin, developed a new series of Inter-American Tests of general ability and reading tests in parallel English and Spanish editions. Each of these, in two forms has been tried out in a variety of situations. The tests are tools which can be used effectively throughout this hemisphere and beyond wherever English or Spanish are spoken. Their unique contribution lies in their construction from materials common to two cultures, making possible a comparison of abilities across linguistic and national borders. Two completed cooperative research projects involve research on the teaching of Spanish to students in the United States. Still another project was designed to gather information about the use of radiophonic teaching in fundamental education in El Salvador and Honduras.

As the Cooperative Research Program continues to expand, we expect to be supporting an increasing number of projects related to Latin American countries.

Comparative Education

The Western Hemisphere Unit of the Comparative Education Branch is engaged in research and in providing international and consultative services. A specialist and two research assistants make studies of the educational systems and problems of this Hemisphere and coordinate similar research studies by selected contractees on education in certain countries. Currently available Office publications include studies of education in Mexico, Cuba, Venezuela, the Caribbean area, Argentina, Brazil, Bolivia, Ecuador, Uruguay, and one on Latin America in general. In March of this year, a comparative education study on Chile left the press and a longer bulletin on the same country should be ready for the editors soon. Studies on Peru, Colombia, and recent educational trends in Brazil are in preparation. The staff performs other research as needed by the service and consultative function of the unit. In doing so, they endeavor to keep up to date on the educational developments and the general background of the various Latin American nations.

One service of the unit is credential evaluation. An average of 1,500 transcripts per year from Latin American schools come to the Office and recommendations are made to U.S. educational institutions and to private and governmental organizations and agencies concerning the approximately comparable level of educational achievement in terms of education in the United States. The unit also serves other government agencies, private organizations, and individuals through briefing sessions, publication distribution, interviews, replying to inquiries, and participation in educational and area study conferences.

Educational Materials Laboratory

The Educational Materials Laboratory maintains a research collection of textbooks and supplementary reading books currently used in elementary and secondary schools in the United States, along with a small indicative collection of materials used in teacher education and a representative collection of curriculum guides and courses of study produced by state and local agencies.

These publications are used in two ways: a) for examination purposes by Latin American and other foreign educators visiting the Office of Education; and b) by staff members of the Laboratory in compiling bibliographies sent out to

teachers and librarians who wish to know about new materials related to programs for international understanding.

International Organizations' Staff Services to the OAS

The Office of Education provides professional assistance to the Department of State in review of the program and budget of the Organization of American States; it develops background and position papers on educational questions for the United States delegations to international conferences called by the Organization or in cooperation with other international groups. In preparation for the recent Ministers of Education meeting in Bogota, an exhibit of textbooks and educational materials was sent to the conference. The Office also fills many requests from OAS member states for information documentation on a wide range of educational fields. During the past year, the Commissioner of Education and a member of the staff served on the U.S. delegation to the Ministers of Education meeting; another staff member was the education representative to the 12th International Conference on Anti-Social Behavior of Youth held in Buenos Aires. In cooperation with the UNESCO Advisory Committee for the Major Project in Primary Education for Latin America, the Office developed proposals for evaluation and recommendations for the future of this long-term project.

Activities under NDEA, Title VI

Under authority of the NDEA of 1958, four programs to strengthen foreign language and area studies are administered by Language Development Branch, Division of University Assistance. About one-fourth of the funds allocated through the Title VI programs support activities related to Latin America. The four programs involve: 1) support on a matching basis for new activities at university centers of advanced language and area studies for Latin America; 2) awarding fellowships for advanced study of Portuguese, Spanish, and Amerind languages; 3) support of research on problems of language instruction and the development of improved instructional materials; and 4) up-grading of the teaching skills and language competency of elementary and secondary school teachers of Spanish.

Since the inception of the program, seven university centers for Latin American graduate studies have been supported. To date 617 fellowships for graduate study, 60 post-doctoral, and 15 undergraduate awards have been made. About half of the awards have been for the study of Portuguese, 45 percent for Spanish, and 5 percent for the Amerind languages. Over half of the awards have been made to social scientists with career goals in college teaching or in public service.

Between 1959–60 and this date, 6,320 school teachers have participated in 216 Spanish language institute programs, a very few of which were conducted in Latin America. Support of research in the languages of Latin America has resulted in audio-lingual materials, language proficiency tests, self-instructional materials, texts and anthologies.

U.S. Loan Program for Cuban Students

The purpose of the U.S. Loan Program for Cuban Students is to make available long-term, low-interest bearing loans to Cuban nationals presently in the United

States who are unable to receive support from sources within Cuba and are without sufficient resources to finance their attendance at institutions of higher education. Funds for this program are made available through the U.S. Office of Education and are administered by participating institutions of higher education.

Through this program, Cuban students may borrow up to $500 per semester or $1,000 per academic year on their promissory notes to repay principal plus accrued interest at 3 percent per annum over a ten-year period, beginning one year after termination of full-time attendance. Repayments are made to the U.S. Office of Education.

From its inception in February 1961, through the third enrollment period of the present academic year, the U.S. Loan Program for Cuban Students has made allocations in the amount of $4,145,710 to 340 institutions in 40 states, the District of Columbia, and Puerto Rico. At present, more than 2,800 students have been assisted through these funds.

Professional Retraining and Placement Projects for Cuban Refugees

The professional retraining and placement projects were inaugurated in 1961 to provide qualified refugees with the opportunity to improve their English while receiving refresher or orientation courses relevant to the practice of their professions in the United States. For many, the courses have been essential to job placement and relocation because their professional background, like their mother tongue, was not entirely suited to an average employment situation in the United States.

At the University of Miami, a project for the retraining of medical doctors has enrolled 1,353 men and women, of whom three-fourths have subsequently joined hospital staffs. To date, over 200 Cuban teachers and lawyers have been enrolled in five special institutes for the training of primary and secondary school teachers of Spanish, and librarians. Very good academic and placement results are reported for the men and women involved. The institutes have replaced a legal training project as the preferable means for preparing Cuban lawyers for employment suited to their education.

The projects are developed and administered cooperatively by the staff of the Cuban Refugee Program and the Division of University Assistance.

It is seen from the nature of these projects or activities that the role of the U.S. Office of Education is varied. It provides information and consultative service; it administers programs of teacher exchange and training in cooperation with other Government agencies, colleges and universities, and elementary and secondary schools; it attempts to improve in various ways the teaching of foreign languages and area studies at home and English and American civilization abroad; it conducts educational research and stimulates cooperative and sometimes comparative educational research through grants or contracts. It works with international as well as national organizations. In these ways, the Office hopes that it is providing some educational leadership and assistance to institutions and individuals — leadership without domination and assistance without interference.

Harold L. Enarson, Director
Division of Education Service
Office of Human Resources and Social Development,
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The Agency for International Development

"International education," embraces a variety of activities and suffers from a dangerous vagueness. It is not enough to be "for" anything educational with an international dimension. Conversation with an airline hostess on an international flight qualifies as "international education." Education takes place in a specific time, place, and situation - in people's heads. In our preoccupation with glowing abstractions such as "planning," "economic development," "curricular reform," etc., we must not lose sight of this simple fact.

My concern today is with U.S. programs of assistance to the educational development of Latin American countries. The United States can no longer plead inexperience; we have been in the business long enough to appraise our efforts, to determine what works. Unhappily, it's extremely difficult to harvest the fruits of experience. For want of an adequate organizational "memory," the same mistakes are made over and over. It's not hard for anyone to find fault. We can find new classrooms without trained teachers, teachers without books, outmoded curricula, whole programs of instruction without relevance to the society they purport to serve, and - almost always - a failure to plan. We have learned some lessons: that it is easier to buy things than to train people, easier to translate U.S. books than to assist in the writing of local texts, easier to provide assistance in select fields than to assist in modernizing an entire institution, easier to select plausible "targets of opportunity," than to develop a strategy for human resource development, and (when things go wrong) easier to blame the host country than ourselves!

In the fashioning of strategies, we must concern ourselves with the grand design of a nation's educational economy. Does it produce engineers as well as lawyers, teachers as well as doctors? But education must never be made captive of the economic development process. It is the country, not simply its economy, which is modernizing. Obviously, everything cannot be done at once; we as well as the host countries must keep this point uppermost in our minds. Too many American educators "chase rabbits," that is, they follow eagerly any proposal which looks good in itself - forgetting that some programs are "more equal than others."

The emphasis on strategy and relevance, the realization that dollars for educational assistance are dwarfed by the enormous needs, the knowledge that no donor agency can provide initiative - these perceptions promise to put international education on a firmer footing. However, there is still too little grasp of the need for changes in attitude. The words "American know-how" are dangerous ones. Technical assistance has been viewed too often as a cold, neutral, aseptic process. Assistance is "given" from a "better developed people" to a "less developed people." Not surprisingly, an unconscious arrogance infects us all. The larger truth is that we and our fellow educators in the developing countries are joint explorers, sharing our culture, our insights and, the fruits of our learning one with another. Only as enough Americans see and act on this principle will technical assistance be converted to international education. One can never really camouflage poison ivy; it's best to root it out. And so it is with our feeling of superiority. It cannot really be camouflaged; it must be rooted out. This is a small price to pay for the opportunity to be truly a good neighbor.

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Washington, D. C.

The Peace Corps

Without question, one of the main emphases of Peace Corps programs is in training and education for Latin America. The programs take many shapes, enter many phases of Latin American life, and fill many different needs in education and training. At Venezuelan universities, for example, volunteers are teaching English and science as well as re-organizing libraries and teaching new techniques to library staffs. On a different level, in the interior of Panama, a volunteer recently interrupted his public health education program to instruct a group of citizens of a rural mountain village in the benefits of a public library and in the ways they might organize a library for their town. (The town was San Felix and it now has its own public library.)

Although a majority of Peace Corps programs in Latin America are more likely to follow along the lines of this second example, there are, nevertheless, a considerable number of formal projects, strictly in school education, which are calculated to fill crucial manpower shortages and to train future Latin American teachers to tackle the problem themselves. On the Island of St. Lucia, volunteers working in public school training comprise 40 percent of the Island's teacher education staff. In Costa Rica teachers are assisting in English instruction and science classes and, in their spare time, organizing school clubs and recreation programs. In addition, they are helping rural teachers who are unable to attend evening classes in San Jose to gain professional advancement by instructing them in professional subjects such as teaching methods and guidance counseling.

To cite other examples, there are formal programs in education: in Bolivia at the university level; in British Honduras at the elementary and vocational levels; in Chile for rural schools; in Colombia in universities and for physical education at all levels; in the Dominican Republic for teaching English in secondary schools and for the training of Dominican teachers; in Jamaica, mostly for vocational training of teen-agers and adults in everything from building trades to biology; and in Peru at the university level for physics, geography, fine arts and mathematics and at the rural level for vocational training in the manufacture of handicrafts.

Although few programs in this field have been fully prepared for 1965, one in particular, which will enter the field in late December and early January of 1965 will focus on universities in the Ecuador-Peru-Bolivia region. In all, nearly one hundred highly qualified university instructors will be training and teaching in such specialized fields as geological science, business administration, chemistry, cultural history, physiology, ceramics, hydraulics, and dynamics—among others. All will be connected with universities in these countries.

With the requests from Latin America and our present commitment it is clear that the Peace Corps will continue to make increasing demands on the academic community for teacher preparation for Latin America. But it is also clear that this preparation must be more meaningful to meet the increasing academic demands of the Latin American institutions. We are preparing Americans to teach in secondary schools in numbers never before equaled. Peace Corps has found that the colleges of education throughout the country do not have people

available to assist in teacher preparation who have had a comparable experience in Latin America. Peace Corps presents a challenge to higher education which at present it is not equipped to handle. With the return to the United States of some three thousand volunteers during the next eight months, it is anticipated that as many as 42 percent will return to your campuses for some kind of advanced study. Never before will institutions have had an opportunity to draw upon the experience of its students as represented by the returned volunteer.

I suggest to you that there is an important challenge for the academic community to utilize the returned volunteer in a manner which will overcome the serious lack of secondary professional overseas teaching experience which exists today. There appears in this source of human experience the potential for some exciting innovations in furthering our competence and understanding of the grass roots problems in Latin American education.

Arturo Morales-Carrión
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Organization of American States
Pan American Union
Washington, D. C.

The University and Latin American National Development

We have come to accept as cliches of our day that Latin America is a critical area, that it is gripped by a revolutionary ferment and that it has become one of the leading battlefields of the Cold War.

If a Gallup Poll were conducted of some of our private notions about the Southern countries, however, I am certain that another cliche would emerge: the cliche that star-studded officers—who are anything but starry-eyed—are the only pivotal centers of order and discipline. One detects a sigh of relief here and there when the armed forces move to stop the political nonsense that the civilians have sponsored, for in the past, a sort of Octavian peace has followed such military proclivities. And there is the opinion that, Latin America being what it is, the only answer to its anarchy is its militarism - or rule by caudillos made omnipotent by force of arms rather than votes.

And finally there is the opinion that Latin America is so diverse, so complex, so individualistic, that it is hardly more than a geographical expression. There is no Latin America, only an assorted roster of separate Latin American states, we are told. In other words, there is no forest but a collection of individual trees, all grouped together.

This evening I suggest that we do not lose sight of the forest and that we resist, to the extent that is humanly possible, the fascination of military men bringing order into chaos and saving Latin America for peace, civilization and free oligarchical enterprise.

If our exercise might seem a bit unorthodox, let us remember that we are dealing here with the Latin American universities, the acme of the contemporary Latin American ferment and one of the key sources of its instability. The universities represent the intellectual microcosm of Latin American civilization: the struggle between the archaic and the modern; between routine and innovation; between dissatisfaction and the preservation of the status quo; between the young generation surging forward and the old elite, holding grimly to the vanishing rod of ancient privilege.

The Latin American university is buffeted by the strong winds of change. It is fertile ground for all kinds of promising ideas, whether they blow from the

East or from the West. It reveals, perhaps more than any other institution in Latin American life, the confused but powerful yearning for a new society, a new state, a new political organization; a new economic order based on social justice, a new way of self-expression. No wonder it awes the politicians, baffles the foreigner and sorely irritates the generals.

In the past, the universities were the seedbed of constitutional democracy. Let us remember that they stood for a professional elite, drawn to a large measure from what we may call, for lack of a better word, the Latin American petit bourgeoisie - a very incipient middle class which had neither the economic power nor the drive of its U.S. or European counterparts.

The rich used to send their sons mainly to Europe, sometimes to the United States. They returned with their French ideas and their French manners, or their British love of clubs or their fine American accent — and many held themselves aloof from their native societies which admired or respected and eventually envied their parasitic charm, their sophistication, or their Old World grandeur.

The student whose father was a small-town doctor or lawyer would go to the local university. And there he became imbued with the tradition of learning that was itself aristocratic and formalistic — a heritage from the colonial period which had little regard for the empirical sciences. The student came to be dedicated to the cause of a nominalistic democracy — a democracy founded on a republican theology where principles were spelled with capital letters and found their way into high-sounding proclamations and complex legal documents - greatly admired and shrewdly used by the caudillos - rather than into the drudging experience of everyday life. But the constitutional tradition of Latin America, however weak, however deceptive, was rooted in the work of their universities, in what we may call the golden era of the Latin American lawyer.

The population explosion, the new social mobility partly due to the erratic and uneven economic expansion, the technological advance and the lure of the cities, worked havoc with the traditional tempo of the Latin American university. A vertical invasion took place. Students from the lower income groups flocked to the university. The University of San Marcos in Lima, Peru — a typical National University in its history, organization and tradition — had only 976 students in 1902; in 1930, it had 2,200; in 1950, nearly 10,000; and presently, over 13,000. The experience repeats itself in many other centers of higher learning.

With this vertical explosion came new attitudes, new yearnings, new demands. The growing student body soon became dissatisfied with the ruling camarilla of professors and deans, the university nepotism which they found. They took matters into their own hands in a vast continental movement which started in the University of Córdoba in Argentina in 1918. This movement of university reform spread like wild fire through the Latin American "forest." It is a clear illustration of why Latin America, no matter how particularistic, has also to be considered as a region, as a sensitive whole when the flow of ideas is concerned.

The students demanded direct participation in the university councils as a means of bringing about a house-cleaning. They wanted to have a strong voice in university administration and policies. The Córdoba experiment marked a new landmark in university development. It turned many an institution into an arena of dramatic struggle for power control. On the one hand, it shattered the old complacency, the habits and doings of the traditional academic camarillas; on the other, it added new tensions and problems, and injected the political issues of the day to a degree hitherto unknown.

Ever since the Córdoba experiment, it has been customary to criticize the government and administration of a Latin American university. The experiment did not really open the university to greater popular participation in the functions of administration as the traditional state university in the United States does

through its boards of trustees. It maintained a closed corporation of students and professors vis-a-vis the general public with the students sometimes calling the tune. It distrusted any links with the state which might destroy the academic freedoms or impair its position as a generator of new attitudes and ideas. University autonomy in Latin America — a very autochthonous educational experience — can only be understood within the wider context of the political struggle, and the social crisis, with the university as a challenger of the traditional order.

If the university distrusted the state, it was also distrusted by the state, particularly when government was in the hands of the military or the personal caudillos. The struggle for the university budget became a struggle for the university autonomy — a struggle that is very much alive today.

It is no wonder, then, that some Latin American rulers have considered the university as an unavoidable nuisance, to be handled with a maximum of stinginess when the disbursement of public funds was concerned. Others, like some recent dictators, have helped to expand the physical plant of the university, but have fought tooth and nail the spirit within its walls. The state and the university have tended to go their separate ways, nursing their traditional distrust of each other although nourished by the same source.

But now a new factor has entered the picture, a factor that might bring about a reconciliation between the university and the state, or at least might help them move towards the same goal. That factor is the new philosophy — the new mystique of development.

Latin America, as so many lands in transition, has discovered the magic of the word "development." This great revolutionary concept has worked its way into the national ministries, the technical bureaus, the parliaments, the press and the universities. Even the Church and the Army, the old bulwarks of authority, have been affected by it. It has challenged the political organizations and shaken many an intellectual tradition. It has penetrated the vast legal network of relationships woven laboriously by international organizations. It has inspired the most humane international document that the Hemisphere has produced: the Charter of Punta del Este, and its most ambitious and idealistic undertaking: the Alliance for Progress. The Charter of Punta del Este is, indeed, the Charter of Latin American Development.

To "develop" Latin America is to carry out a permanent revolution on a day to day basis, quite distinct from the classical revolutions of Latin American history. It has little to do with the cuartelazo, the traditional palace coup — the darling of newspaper sensationalism; and much to do with the choza, the bohío the tugurio, the rancho, the villa miseria, the favela, and the dozen terms which we can use in either Spanish or Portuguese to designate squalor and poverty and despair — the Latin American way. It has also to do with basic structural reforms in taxation and land tenure in labor-management relations, in transportation and industrialization and in the promotion of private investment with a sense of social responsibility. To "develop" Latin America is to engage in a nation-building job, which would be but a prelude to continent-building. Latin American "development" stands, therefore, for a new kind of revolution and a new kind of nationalism. It responds to a deep and moving ferment which now grips the more experienced political leadership, the alert technocratic elite and the younger generations.

The mystique of Latin American development has its economic blueprints in the studies of the Economic Commission for Latin America, in the speeches and writings of distinguished economists and statesmen, in the objectives of the Inter-American Development Bank, in the hemispheric commitments made at the Punta del Este Conference in 1961 and in the succeeding technical meetings under OAS auspices.

We now hear much about building the economic infrastructure, promoting industrialization and increased productivity, as well as structural reforms based on land reform, taxation and an enlightened public administration. We hear about the common market and regional integration.

No ruling group dares oppose the semantics of development. To some, it is more a matter of lip service than public service, and there are some strange twists and turns regarding the experience of reforms. But reform is the order of the day, and not even the traditional centers of authority can resist the temptation to reform and reform.

But something more than economic and social development per se must result from the enlightened contributions of economic science and the new technology. What is essential, also, is an idea, a vision, of the ultimate ends of development expressed in human, very human terms. What is needed might be called, for want of a better word, the development of the intellectual infrastructure and the encouragement of intellectual productivity.

To develop the intellectual infrastructure is to combat illiteracy, to foster the middle and the higher skills from vocational training to engineering and the electronics sciences, to widen the base of the professions by multiplying the fields of specialization, to promote empirical research and the applications of the new technology, particularly in industry and agriculture, in an effort to bring Latin America into the Industrial Age.

To develop intellectual productivity is to promote new ideas and methods in the field of human affairs, to experiment with social and political institutions having in mind the general welfare, to evolve new attitudes regarding the participation of the citizenry in the nation-building process, to search for a democratic consensus that would be meaningful in terms of human freedom, to encourage self-expression in the realms of artistic, scientific and philosophical creation. It is an effort to bring Latin America into its Renaissance.

It is in this field of intellectual development that the Latin American universities can make a crucial contribution if their spirit of unrest, if their dissatisfaction and non-conformity can be channeled constructively. The more advanced thinkers in Latin American universities clearly understand that their institutions can no longer be concerned primarily with the training of a status-seeking traditional elite, and that they have a responsibility towards national development. They are fostering structural reform in university administration, innovations in curricula and in the teaching of new subjects and professions, in the training of professors and in the development of an experimental temper.

This vast work of reorganization and revamping is going on in universities—both public and private — against great odds and difficulties. They are venturing into new experiments such as the University Council which is promoting regional collaboration in Central America, the establishment of regional colleges in Chile and the National Council of Rectors in Colombia. They are creating special institutes, such as the ICETEX in Colombia, to make available resources for advanced training abroad and are promoting new schools of agriculture and technological institutes.

U.S. investment in this significant university trend has grown over the years. Since the inception of the Alliance for Progress, according to recent AID (Agency for International Development) figures, active and pending university programs now number 57, financing academic relationships between 39 U.S. institutions of higher learning, and 46 sister institutions distributed throughout most of the Alliance countries. Several of the 57 programs have as one partner a U.S. university and as the other partner, a ministry of government, national planning board, or a group of secondary agricultural schools. In another instance, the National Science Foundation is one partner in assisting the national universities in the Central American countries. These programs are in contrast to an annual average of five to ten such contracts in force during the previous decade. This is

an instance of a U.S. contribution under the Alliance inspiration that is helping to build imaginatively and solidly in a key area of Latin American social growth.

The University of Pittsburgh's working with the Universidad Central of Quito, Ecuador, is an encouraging example of this hemispheric cooperation. U.S. contributions to the Social Progress Trust Fund, administered by the Inter-American Development Bank, are providing to universities supplementary financing of facilities for advanced education and training related to developmental needs. Generous contributions have been made by U.S. foundations, particularly in the fields of medicine, agriculture, economics and the applied sciences.

If there is one shortcoming in these efforts at international cooperation on the university level, it is the relatively low priority now being given to the subjects dealing with political development. There is an understandable reluctance on both sides toward the entry of foreign assistance into this most sensitive area. But unless ways and means are found to strengthen the study of the baffling world of politics, both in the national and the international sphere, the Latin American university will reflect a new imbalance — a swing from the old formalistic learning to a new scientific and developmental learning which will leave the crucial field of democratic purpose and democratic action at the mercy of improvisation and distortion. The development of a new political culture in Latin America, with its own democratic style and its own social dynamics, is as crucial to the area as the development of a new economy geared to increased productivity and a better distribution of the national income.

In their great struggle to help recast Latin America in the shape of a modern, productive, deeply humane society, the Latin American academic community needs not only external financial assistance, but external understanding, sympathy and encouragement. It is to the everlasting credit of the late President Kennedy that he clearly perceived the role of the Latin American university in that better world which he wanted for our Hemisphere. One of the first acts of his Administration in the Latin American field was to ask the OAS for a survey of the needs of higher education in Latin America. The White House, for the first time in American history, became a meeting ground for students, professors and rectors of Latin American universities, with whom the President felt greatly at ease. And during his trip to Costa Rica in 1962, President Kennedy was widely cheered and almost mobbed by the university students to whom he addressed these moving words:

> "More than half the population of Latin America is in your age group or younger. Without your effort and sacrifice and leadership, the plans and hopes of today's leaders for tomorrow's hemisphere will be doomed to failure. But with your help we can and will succeed.
>
> "This is an awesome task and a great opportunity. For we – you and I – are embarked together on a great adventure, the greatest perhaps since an Italian mariner first set sail for the West and touched on this old land. To you has been given the task of demonstrating that free men can conquer ancient enemies of poverty, hunger and ignorance – of protecting freedom against those who would destroy it – of bringing hope to those who search for hope – and of extending liberty to those who lack it. This is an immense task. It is filled with difficulties and dangers, hardships and hazards. But you have also been given an opportunity to shape history and serve man which has come to few generations of men."

These words with their deep commitment to freedom will not be easily forgotten in the Southern lands. They point the way to a basic rapport with the new Latin America that is emerging, beyond the vision of conventional diplomacy. To establish that rapport is the great pragmatic task of all of those who see the true realities of Latin America, in terms of its great social change, its deep political and intellectual ferment, and its compelling desire to find for its peoples a meaningful role in the world.

Ronald C. Bauer
President
Inter American University of Puerto Rico
San German, Puerto Rico

The Social Revolution in the Americas: Challenge to Educators

Dr. A. Powell Davis has said:

> "The world is now too dangerous for anything but the truth and too small for anything but brotherhood."

It is in this world that Dr. Davis speaks of that we find widespread economic and political instability in various parts of Latin America. It is in this same world that we find the continuing and pervasive protest against segregation throughout the United States. This is the world also that gave us the nuclear confrontation between Russia and the United States over Cuba in October, 1962. These are different aspects of the same revolution.

Here in the United States this is a revolution to implement some of our great ideals. For example, our Declaration of Independence says that all men are created equal. Three quarters of a century after that document was written, in 1857, Abraham Lincoln said:

> "The authors of that notable instrument (the Declaration of Independence) intended to include all men, but they did not intend to declare all men equal in all respects. They did not mean to say all were equal in color, size, intellect, moral development, or social capacity. They defined with tolerable distinctness, in what respects they did consider all men created equal—equal in 'certain inalienable rights, among which are life, liberty, and the pursuit of happiness.' This they said and this they meant. They wished to set this as the maxim toward which society shall strive and one day achieve."

Notice those last four words—"And one day achieve." We are in the process of that achievement now and it is a revolutionary process. However, to deal with revolution, we must be revolutionary. Dealing with revolution requires a revolution in several areas:

1. there must be a striking change in our attitudes,
2. there must be a significant change in the methods or means we utilize,
3. there may even have to be an extensive alteration in our organizations or institutions or, indeed, the creation of new ones.

First, the striking change necessary in our attitudes: Recently I read a national educational magazine that dealt with Latin America. At one point the question was asked: "Will the United States be able to guide the revolution in Latin America?" What a delusion! We do not have the wisdom to guide such a revolution! We are not even guiding our own social revolution well. How could we possibly guide some other country's social revolution, let alone many different countries?

In addition we must learn a great deal more about Latin America. We know too little, and we understand even less. For example, we must recognize the disparity in basic understandings between Latin America and the United States. This disparity can be reduced if we in the north accept with some humility that we have certain common problems—and that we might approach them co-operatively. Thus, in both the United States and Latin America we need to reduce the distance between our ideals and our actions, our theory and our practice, what we say and what we do.

Each of our two great cultures harbors social inequality—witness the minority groups in the United States, and the large Indian population in various parts of Latin America. Each needs tremendous programs of social development: witness the blight of our cities in both hemispheres—the blight of poverty and juvenile delinquency. Each is facing a tremendous educational crisis for in neither is the educational system adequate. Each needs to develop an ideology to foster its growth. Each must find a greater sense of direction. Each must have a mission.

To meet this revolutionary situation, we must use all means and methods available for major curriculum revision, student and teacher exchange. But we must find other means, must think on a broader scale, must find ways to come together in meaningful meetings, must secure access to all sources of information concerning studies, research, programs, etc., and we must achieve widespread affiliation between schools, colleges, and peoples.

Finally, I believe we must create a new developmental and coordinative organization. It might be called the Inter-American Educational Cooperation Institute. Its avowed aim would be the interchange of resources, personnel, information, and research between the two hemispheres. It would be a private, non-governmental organization. Its membership would be composed of schools, institutions, and educational organizations. It would assess, pool, and channel these resources. It would have a board of distinguished Latin and North American educators to aid in the great challenge before us—to have the educators of these two hemispheres become the creative frontline leaders in social change.

Lincoln said, "The dogmas of the quiet past are inadequate for the stormy present; we must think anew and act anew." This is absolutely essential—we must think anew and act anew.

Thus there is this great challenge to educators: 1) to understand our common social revolution, 2) to change our attitudes and the attitudes of others so that we can understand and work together, 3) to utilize every means to achieve understanding and assistance in our present organizations and institutions, and 4) to create new organizations and institutions wherever needed.

I call you to become great educators—to build a world of understanding in the Americas and in the world.

Chairman: James M. Davis, Vice-President, Institute of International Education, New York, New York

Recorder: Rev. Joseph R. Moroney, C.S.Sp., Dean, College of Arts and Sciences, Duquesne University, Pittsburgh, Pennsylvania

Speakers: Paul W. Bixby, Associate Dean, College of Education, The Pennsylvania State University, University Park

Ryland W. Crary, Professor of Education, University of Pittsburgh, Pittsburgh, Pennsylvania

Huber W. Ellingsworth, Head, Department of Speech and Drama, Frostburg State College, Frostburg, Maryland

David Heft, Chief, Exchange of Persons Service, Pan American Union, Washington, D. C.

David Hoopes, Assistant Director, Office of Cultural and Educational Exchange, University of Pittsburgh, Pittsburgh, Pennsylvania

Working Group Report I

Student and Teacher Exchange Programs and Special Training Activities

The subject assigned to this working group was so broad that it was necessary to focus attention on a few particular problems of interest to the participants. Even so, it was not possible to discuss in depth or suggest ways of resolving many of the questions raised by the group.

The following framework was constructed to help place the matters that were considered in the broader context of exchanges and guide further thought:

1. Special training: Peace Corps
2. Student interchange
   a. U.S. nationals studying abroad
   b. Foreign nationals studying in the United States
   c. The use of American schools for student teaching
   d. How to start, improve and expand student exchange programs.
3. Teacher interchange
   a. U.S. nationals teaching abroad
   b. Foreign nationals teaching in the United States
   c. School and college levels
   d. Effect on careers
4. Short-term visits
   a. Specialist visitors
   b. Students
   c. Experiment in International Living, and other organized programs.

Two of the speakers dealt with special training for overseas service, drawing on the experience of their universities in training Peace Corps volunteers for assignments as teachers and teachers aides. They found the trainees to be "zealous, impatient, idealistic, ethnocentric and poorly informed". In training it was necessary not only to teach about the country they were going to and the work they would do but also the attitudes toward "colonialism", "exploitation", "democracy" and "social reform" that they would find.

The speakers urged that Americans go abroad "to learn and serve and in that order". It had been suggested to the Peace Corps volunteers that they should

approach their assignments with the idea that thethey were internships provided by the host country through which they could learn.rn about the people and schools in another culture and earn their keep by helping ing in whatever way they could. It is easy to understand the need for this posture w: when one realizes that the people you hope to help are as proud and sensitive as ys you, but finding the discipline to assume and maintain this posture is difficult for or an American.

The importance of attitudes also was stressissed by the two speakers who discussed the orientation of foreign students and tr trainees. They must be guided to learn as much as possible during their stay, butbut to "adapt, not adopt" what they find here. The attitude of those doing the guidiiding is essential, too, for not only the foreign students should be expected to adjustst.

A danger of advanced training in the UniUnited States is that it changes the participant so much that he can no longer commmunicate with his family, friends or colleagues on his return. He needs to be pe made aware of these "re-entry" problems and to prepare to cope with them. HeHe should be taught to see himself as a potential agent of change and to plan howow he can effectively introduce the change he considers desirable.

Various programs which make it possible fo for U.S. undergraduates, graduate students and teachers to gain foreign experiemence and to bring foreign scholars to American college campuses were discussedbed. The actual and potential help offered by the Pan American Union in this regarard was indicated. It was stressed that a multi-national organization can establish sh person-to-person programs and in other ways avoid the built-in limitations os of nation-to-nation agreements, where ministries of education and officials os often dictate programs based on political considerations. Such organizations alsalso can provide a fund of detailed information about persons and institutions which ch is useful in developing exchange programs.

Chairman: John M. Thompson, Assistant Secretary General, World Confederation of Organizations of the Teaching Profession, Washington, D. C.
Recorder: John Ball, Chairman, Geography Department, Slippery Rock State, College, Slippery Rock, Pennsylvania
Speakers: Robert L. Carmin, Dean, Division of Sciences and Humanities, Ball State Teachers College, Muncie, Indiana
Elton Hocking, Professor of Modern Languages Education, Purdue University, Lafayette, Indiana
Robert Jacobs, Coordinator of International Programs, Southern Illinois University, Carbondale
Roger Sheldon, Education and World Affairs, New York, New York

Working Group Report II

Teaching about Latin America: International Understanding and the Curriculum

The progression of Group II can best be recorded by reversing its theme to "International Understanding and the Curriculum: Teaching about Latin America." Our first two sessions were devoted essentially to an analysis of the means to improve international understanding, considering Latin American studies as only a part of a broader dimension and one which had not commanded particular attention to date. Our third session centered on the conviction that Latin American studies must become more widespread and that education at all levels had a moral responsibility for their promotion. Academically Latin American studies might be no more significant than any other program in higher education: in relation to contemporary circumstances they are among the most essential.

Our first session ended more or less on the note that there was no particular mystique about teaching international understanding of Latin America. The essentials were the capacity to teach and the ability to understand. It is the motivation to introduce the international dimension which we can stimulate.

The Group considered that international affairs has two dimensions in the education program: to promote international understanding (as one speaker put it, "at least to forgive foreigners doing things differently from the way we would do them in the same circumstance, more positively, to see how much better they can be done") and to promote national understanding ("to get a perspective on our own society", as expressed by another speaker). However, the term "international understanding" can be used too loosely and some definition of our precise objectives could be of material value in the conception of studies of world or regional scope. The phrase "meaningful", "attainable" objectives was used in the discussion.

In defining the types of programs which might be introduced to prosper international understanding a number of existing factors need to be taken into account:

1. The fact that only a limited number of higher education institutions are currently offering advanced programs in area studies and that only a limited number of students are currently electing such programs.
2. The fact that exposure to a foreign culture through travel or study abroad does not of itself improve either a person's willingness or ability to

promote international understanding. Programs abroad must be prepared in such a way as to provide the maximum of understanding of the surrounding culture: the experience gained must be built into an over-all program for use on return. Foreign experience must be seen as a means to an end and not as an end in itself. In this context particular interest was expressed in eventual evaluation of the work of Peace Corps volunteers who take up teaching on their return to the United States.

3. The fact that an ill-prepared school program can be damaging to international understanding. In the words of one speaker, "superficiality can mean that in the name of culture we are teaching students to be intellectually dishonest." In a similar context emphasis was placed on honesty of presentation in programs of teacher education for teachers going abroad.

4. The fact that new methods or ideas can be introduced into the curriculum of either teacher education institutions and schools only as far as public opinion, especially that of parents and the governing body of the institution will permit. In this spirit mention was made of the potential good which can come from associated programs of instructional and educational television reaching both students and parents. Furthermore, the introduction of new ideas in methodology should not add to the complexities of the teacher education program but should be fitted within the existing frame. One speaker felt that the basic need was for an over-all review of liberal education in a changing world.

Although highly commending many of the experimental programs in depth which were outlined by several of the participants, the group tempered enthusiasm for expansion in programs for international understanding with caution to permit immediate application.

What, then, do we propose can be done to improve education for international understanding? We have three suggestions for higher education institutions and three for school application (with consequent need for introduction in the teacher education program). Examples of current application of all these suggestions were found in the group, but it is impossible to convey in a brief report either the details of these programs or the stimulus which they gave to all the participants.

1. The building into existing higher education programs of a polycultural approach or the grafting-on of courses in international understanding and, especially at this time, of Latin American area studies. It may well be that for academic purposes these courses will be optional and not accorded credit in certification, but stress should be placed on their value to complement other studies, especially in language, geography, history, social studies.

2. The training now of specialist staff who can further expand these programs in the years ahead, and a stimulus now in the development of school programs to create the demand for such specialists.

3. The development of consortiums of institutions when size or resources do not permit of the individual promotion of comprehensive programs in international and area studies (with associated language facilities, library resources etc.). Examples of such programs given to the group included those of the Regional Council for International Education which has been associated with the promotion of this Conference.

4. The widespread use of audiovisual materials, especially films, in teaching related to foreign cultures, rather than an emphasis on their literature of the past which fails to give an adequate impression of contemporary life.

It was stressed that empathy for people in other circumstances cannot be developed in students unless they can identify themselves with them. The scope of their experience lies in what they can see or feel: their sense of value is geared to their environment. A bridge over this gap can be built by sensitive use of films and other audiovisual material.

5. Greater use can be made in school programs of people with experience of other cultures - people of foreign background living in the vicinity, exchange students whose individual programs have been well planned, visitors who are not just shown the physical plant but asked also to sing for their supper. Foreign study programs, either an overseas year or a vacation study program, were commended if intelligently built into the over-all school program.

6. Greater use of the existing school curriculum for the introduction of subject matters designed to promote international understanding and the consequent adjustment of the program of teacher education to provide the necessary stimulus and experience for the intending teacher. At the same time one speaker questioned whether or not the concept of widespread innovation (as in science teaching) had been applied sufficiently seriously to the curricula of the social sciences.

In conclusion, I should again stress the overriding conviction of the group that the introduction of programs specifically related to Latin America within this frame is urgent and compelling. In effect, a degree of cultural change is to be sought. Provision for Latin American area studies up to the highest academic level is necessary and experience gained by individual institutions working in this field will be of material value to all. However, complementary to this progression, immediate adoption of existing programs to incorporate elements of Latin American area study is vital to the social relevance of contemporary education.

Chairman: Howard B. Leavitt, Senior Education Research Officer, Office of Human Resources and Social Development, Agency for International Development, Washington, D. C.

Recorder: Ralph Shattuck, Chairman, Department of Education, West Virginia Wesleyan College, Buckhannon

Speakers: Hugo Albornoz, Department of Educational Affairs, Pan American Union, Washington, D. C.

Harold R. W. Benjamin, Distinguished Visiting Professor, Southern Illinois University, Carbondale

Antonio F. Lulli, Counselor, Peruvian Embassy, Washington, D.C.

Working Group Report III

Research Needs in Latin American Education

The problem: To identify the most pressing problems of education in Latin America, propose possible solutions which could be tested in such a way that new knowledge about education and development would result, and to identify and discuss possible sources of research funds in the United States.

Problems of Education in Latin America

With strong assistance from the Latin Americans on the panel, the group identified a number of problems most difficult of solution in Latin America. The immediate causes could be traced to the underlying conditions of scarcity of resources both human and material, and to out-of-date programs, methods and philosophy of education geared to a traditional and static society. While Latin American countries differ far more than most realize, these problems are so common that with a few exceptions they may properly be treated as continental problems:

1. Lack of educational plans that will guide reform and development, dearth of educators who have been trained in planning.
2. Scarcities of resources of all kinds, school buildings, texts and materials, training facilities, teachers, and administrators.
3. Lack of articulation between elementary and secondary school.
4. Schooling not consonant with needs of the people (in rural areas 94 percent drop out before finishing elementary school). Defeatism among parents.
5. Over-centralization of education - an examination system which forces conformity to unrealistic, academic norms.
6. Absence of a professional career in teaching, few established teacher training centers.
7. Lack of education for adults.
8. Inadequate taxation to support education.
9. Inadequate provision for vocational education where academic schools reign supreme.

10. Poorly staffed, ill-equipped universities which nevertheless duplicate services of other universities. High prestige of the humanities and over-supply in certain fields such as law.

11. The loss to universities of the stimulus of top students who go abroad to study.

Turning from the problems of education in Latin America, the group came to grips with the kinds of research that might produce solutions to these problems.

Criteria of Research Needed

By using a simplified definition of research, the group avoided possible lengthy debate as to what is, and what is not, research. Research, in the sense used in the discussion, is an attempt to discover new knowledge through various kinds of careful inquiry. What characterizes the kind of research most likely to be useful? In order to address itself to the problems of education, the research must in effect be applied research to a greater or lesser degree. Preferably the research findings must be built into the education system; part of the investigation must be to determine the manner in which the innovation or discovery is actually to be used. Since education is part of a seamless society, and changes have widespread effects in other aspects of society, research should be undertaken with a clear view of the larger and long-term implications of the change. If at all possible, research should involve Latin Americans, teaching them to be more capable of analyzing their own problems through research in the future. A cooperative type of research will transfer research skills as well as produce new knowledge.

Resources for Research in the United States

Surprisingly enough, there is more money in the United States for creative and sound research proposals than there are applicants. This has been the experience of many of the organizations that support research and is due in part to the lack of a clearing house where a researcher can easily discover potential sources of support. The dearth of good research applications is also attributable to a lack of knowledge of the problems of less developed countries, to the difficulties involved in learning about these problems and to the lack of agreement between researchers and their universities or colleges about arrangements for overseas work.

A packet of pamphlets and brochures of institutions supporting research in education in Latin America was distributed to the members of the group and the program of each institution was briefly discussed. Among these were:

Agency for International Development (Research office)
American Association for University Women
Council on Higher Education in the American Republics
Conference Board of Associated Research Councils-Fulbright Grants (university exchange)
U.S. Department of State (Research office, Bureau of Educational and Cultural Affairs)
Institute of International Education-Fulbright Grants - (Elementary and Secondary School Teacher Exchange)

National Science Foundation
Organization of American States-fellowship program
Rockefeller Foundation
Social Science Research Council
U.S. Office of Education
  Cooperative Research
    small contract program
    basic and applied research program
  Title VI of National Defense Education Act - language development program

Ideas for Research

1. Educational Planning. When resources are scarce, careful budgeting is mandatory. But like budgeting, planning requires facts and principles of operation. Careful cross-cultural studies are needed to determine how various parts of the present education systems are operating. Without this knowledge it is not possible to determine how any aspect of the system should be changed in order to produce a desired goal. Those aspects of education systems most fruitful of study are: elementary, secondary and higher education, literacy programs, the education of women, teacher education, industrial training, army training, study abroad, etc.
2. Technical Assistance. How can the United States export its knowledge in such a way that an emerging country may use this knowledge while preserving its national integrity? How can a nation be given assistance in reconciling traditional, indigenous, values with those that are often concomitant with assistance from the United States?
3. New Technologies. In order to ameliorate the teacher shortage, under what conditions will educational TV, programed instruction, radio, etc., prove effective? Is it possible that micro-film libraries and a simultaneous translation of documents services prove useful?
4. Teacher Training. What kinds of teacher behavior are uniquely appropriate for the kinds of schools needed in Latin America? What kinds of teacher training methods would be required?
5. New Schools. What new kinds of schools need to be pioneered on an experimental basis in Latin America? New type of elementary school? Vocational school? University? Teacher training college?

Recommendations to AACTE

1. In order to focus research efforts in the United States and to stimulate more interest in educational assistance to Latin America, AACTE should sponsor efforts to draw up a research map, a list of research priorities, a "laundry list" of the most fruitful types of U.S.-sponsored investigations into the problems of education in Latin America.
2. In order for educational researchers to fully utilize research resources now available in the United States, AACTE should disseminate information on whom to approach for funds to support travel, studies and research.

AACTE should encourage its members to seek funds and to engage in assistance to education in Latin America.

3. In order to further the accumulation of knowledge about technical assistance, AACTE should urge all of its member institutions who have contracts for overseas work to insist on an evaluation and research component in their work to provide for an orderly way to record, to analyze and produce information that can lead to new knowledge about international education and development. AACTE should encourage its members who have contracts overseas to publish case studies of their operations so that knowledge about technical assistance can be spread more quickly to others and accelerate the search for better theory of technical assistance.

4. In order to more fully exploit American university resources for assistance, AACTE should encourage the formation of consortiums by smaller institutions so that the pooling of resources will permit greater involvement overseas.

Chairman: Alvin Roseman, Associate Dean, Graduate School of Public and International Affairs, University of Pittsburgh, Pittsburgh, Pennsylvania
Recorder: O. J. Burger, Assistant Dean, College of Agriculture, Forestry and Home Economics, West Virginia University, Morgantown
Speakers: George H. Axinn, Coordinator, Nigeria Program, Office of International Programs, Michigan State University, East Lansing
Francisco Cespedes, Acting, Director, Department of Educational Affairs, Pan American Union, Washington, D. C.
John C. Flanagan, President, American Institute for Research, Pittsburgh, Pennsylvania
Richard A. Humphrey, Director, Commission on International Education, American Council on Education, Washington, D. C.

Working Group Report IV

Overseas Advisory and Service Programs

The group decided to focus its attention on six major questions involving the activities of American institutions of higher education in relationship with similar institutions in Latin America. It noted that the overseas advisory and service programs of American universities are now major undertakings. As of December 31, 1963, under financing provided by the Agency for International Development, 72 U. S. public and private higher educational institutions were involved in 129 contracts in all regions of the world; these contracts involve a total expenditure of about $158 million. In addition a number of university operations overseas are financed by the Ford Foundation and by other non-government sources. American universities are carrying on overseas activities in agriculture, business and public administration, education, engineering, labor relations, medicine, nursing, public health, and other fields.

The questions upon which the group concentrated and the principal conclusions on each of them are summarized as follows.

1. What is the nature of the commitment which a U.S. institution should make when it undertakes an overseas activity?

It was the working group's consensus that overseas advisory activities are not to be entered into lightly. They compete for personnel and other resources at a time when domestic educational pressures are growing. American universities have learned that, while overseas activities can strengthen and enrich an institution's competence, they also represent a serious strain upon both faculty and administration.

It was the general view that American institutions should not undertake major overseas responsibilities unless they are willing to make very serious commitments of a long-term nature. These commitments not only involve willingness and ability to make faculty available for overseas tasks over extended periods, but also a willingness to build into the institution's domestic program the elements essential for adequate support of overseas activities. For many institutions this means a substantial enlargement of the international dimensions of undergraduate curricula, of graduate education and of research activities. The group concluded that universities which were willing and able to make commitments

of this character could play a vital part in the development of institutions of higher education in other countries; that this task was one of the major responsibilities of the United States as a world leader and that educational development was one of the keys to help emerging nations to build their human resources and to satisfy their aspirations for economic and social progress.

2. What is the real function of a U.S. institution which undertakes an overseas activity?

The group emphasized that a U.S. educational institution should undertake only those activities which are consistent with its own resources and educational philosophy. Some American universities in the past had accepted overseas responsibilities which were not appropriate for an institution of higher education. One criterion suggested by several members of the group was that an American university should not take on an activity overseas which it would not consider appropriate for its own domestic program.

It was the consensus of opinion that, while exceptions could be justified under special circumstances, American universities should focus their overseas efforts upon assistance to universities or similar higher education institutions. There was general agreement that interuniversity relationships of a comprehensive institution-wide character were usually more productive of basic improvement than those limited to one or two individual faculties. American schools should be particularly aware of the dangers of undertaking overseas projects merely because of the "glamour" which such undertakings might be thought to add to their own status.

Several members of the group pointed out that the American institution would not be true to its own educational responsibilities if it failed systematically to secure from an overseas experience the enrichment of its own curriculum and the enhancing of the competence of its faculty. These benefits will not be secured automatically; their attainment requires assiduous attention and careful planning.

3. How can an American institution best prepare itself to carry on an overseas program?

The group emphasized that the preparation for a significant overseas undertaking involved the entire university community - students, faculty and administration. The first step which an institution should take should be the development of the institution's own goals for the project involved and the full acceptance of these goals by the university community.

Two of the essential elements which should be built into the university's management of an overseas activity are a positive program of personnel management and systematic arrangements for the feedback of the essence of the overseas experience into the lifeblood of the home campus.

The group discussed the necessity for a special kind of career pattern for academic staff serving overseas. Among the specific suggestions put forward on this point were:

a. Universities should supply the great preponderance of personnel for overseas operations from their own regular faculties. They should not become recruiting agencies for itinerant professors who will have no continuing link with the institution. They should not select outside personnel for their overseas undertakings unless they are willing to continue the individual on their regular faculty;

b. Serious study and briefing of faculty is essential, both in the international aspects of their academic disciplines and in the arrangements for operation of the particular project, over an adequate period of time prior to departure for overseas assignments;

c. Provision for evaluation of performance and for promotion in rank and salary for overseas staff to assure that they will at least keep pace with colleagues who have stayed at home;

d. Provision for faculty members to undertake research, advisory or consultative services, as well as teaching overseas;

e. Adequate and experienced administrative and logistical services as an integral element of the project, to preclude dissipating the energy of academicians serving abroad on problems of housing, food, transportation, equipment procurement and similar difficulties;

f. Advance arrangements for the re-entry of faculty members to the home campus upon the completion of their overseas assignments.

Communication between the home campus and the university's "field party" was noted as one of the major operating difficulties in many institutions. Sustained, effective, two-way communication is one of the key elements in successful operations. These require visits from home campus to the scene of the foreign activity and reciprocal trips by overseas staff. Of special importance are meetings between the campus coordinator and the "chief of party" for full face-to-face discussions of problems and lines of development. The suggestion that such conferences might alternate between the home campus and the site overseas was generally approved. Stress was placed upon the development of informal correspondence, as well as formal reports and summaries of project-related activity.

The problem of adequate arrangements for feedback into the home campus was recognized as one of the major issues facing many American institutions. There should be wide dissemination within the university of information and reports about the school's overseas work. Schools which have area-studies programs obviously should utilize the overseas contract opportunities for research on the home campus relating to the country concerned. Educational institutions whose specialized competences are organized upon essentially functional bases rather than along geographic lines, should similarly build the experience gained abroad into the further development of those specializations.

Exchange of students between the American and foreign institutions, particularly at the graduate level was regarded as an important aspect of feedback. Emphasis was placed upon opportunities for overseas research work and graduate assistantships for students from the U.S. institution. The need for special attention to the training of junior faculty members of the foreign school, not only in their subject matter disciplines, but also in the newer techniques of pedagogy was likewise stressed.

4. What principles should guide U.S. institutions in their relationships overseas?

The group pointed out that American universities should appreciate, in undertaking a relationship of this character, that they are accepting the difficult and delicate role of serving as 'change agents' in a culture different from their own. This may well involve them in controversy and troubles. They obviously must work with the overseas institution, not upon it. Perhaps the greatest contribution which the American faculty can make is to furnish moral and intellectual backing to those progressive members of the foreign academic community who are striving for the modernization of their own society and of their own educational system.

The purpose and goals which the foreign institution sees in its relationship with an American university must be formulated by the overseas school, not by the American one. The Americans can aid in working out the programs by which these objectives may be achieved, but the need for their assistance should be a

genuinely felt need on the part of the controlling elements in the overseas institutions; moreover, the task of working out relationships between the foreign school, its own government and the representatives of any external financing agency should be the primary responsibility of the indigenous institution, not of American advisers.

The group recognized that, in accepting responsibility for a contract financed from U.S. economic aid funds, an American university accepted the principle that its activities must be consistent with the U.S. economic aid program in that country. However, it was not the function of the American Embassy or the aid mission to instruct the university about how it should do its professional work.

American faculty members must be especially aware of the differences between the patterns of higher education in their own country and those which they will encounter overseas, and of the reasons for these differences, historical, cultural and other. Intellectual humility is an important characteristic for Americans when they approach questions of this character. In their work with the indigenous institution, skill in negotiation and understanding of cross-cultural relations may be of as much importance as expertise in academic subject matters.

5. How can an American institution determine when it has made its optimum contribution and that the time has come to "phase out" the overseas operation?

The group felt that it was a mistake to regard a technical assistance contract financed by U.S. economic aid or foundation funds as the totality of an American university's relationship with an overseas institution. Instead, the relationship should be envisaged as a longer-range one which included several phases. It should begin with a period of joint planning between the two institutions; then - if consistent with the two schools' agreed goals - a period of relatively large-scale technical assistance requiring external financing, including the training of foreign faculty on the American school's home campus. This would be followed by a continuing relationship involving exchanges of faculty and students, joint research undertakings and other collaborative activities, which would be financed by the two schools themselves, or from sources other than the technical assistance contract.

It was the general view of the group that the present Agency for International Development (AID) system, as Harlan Cleveland once said, was attempting to deal with 20-year problems through three-year contracts, through personnel assigned only for two years, and through funds subject to the vagaries of annual Congressional appropriations. Only in exceptional cases was it possible to envisage many significant institution-to-institution accomplishments within the customary three-year technical assistance contract period. Longer term external financing of this phase of the relationship was essential.

At the same time, stress was placed upon the necessity of continuing appraisal by the American university - and, if possible, jointly by the two institutions - concerning the progress being made towards the agreed goals. Attention should be directed to modification and adaptation of the program as developments occur. Since the American school's function is one of helping to build indigenous strength, it should be especially alive to its responsibility for maintaining the leadership role of the foreign institution and for adjusting its own activities accordingly.

Reference was made to the desirability of research and experimentation concerning methods for evaluation of the impact of university-to-university relations. There was agreement that this was an important field which American universities should explore in collaboration with the overseas institutions.

6. How can the U.S. university community develop relationships among U.S. institutions for exchange of ideas, experience and resources concerning overseas programs?

The group had already pointed out that, in general, comprehensive, across-the-board, institution-to-institution relationships were preferable to those limited to a few specialized fields. It recognized that this concept might imply that only the larger American universities were equipped to undertake overseas interuniversity activities. This was not necessarily the case; consortia of two or more American institutions could be organized, under which the schools with this technique, which obviously required close articulation among the participating American institutions. Reference was made to the difficulties which often developed when several U.S. universities were undertaking separate, non-coordinated contracts involving a single foreign institution; among other untoward effects, this type of arrangement usually tended to accentuate the excessive separatism which characterizes the relationship among the various faculties of many Latin American universities.

Cooperation among American universities carrying on overseas activities in a foreign country was emphasized as an important way in which available resources could be fully utilized. Special mention was made of periodic meetings of university "chiefs of party" for consideration of matters of common concern. In some countries arrangements had been worked out for informal exchanges of specialized personnel among several American universities to enable these experts to make a maximum contribution to the development of the host countries' institutions. A manual containing information about resources and procedures of importance to American university contract personnel in the country concerned was mentioned as a desirable device.

Chairman: William C. Spencer, Assistant Secretary General, Council on Higher Education in the American Republics, New York, New York
Recorder: Roy E. Wenger, Director, Office of Institutional Research and Service, Kent State University, Kent, Ohio
Speakers: Donald K. Adams, Associate Professor of Education, Syracuse University, Syracuse, New York
Michael J. Flack, Associate Professor of International and Intercultural Affairs, University of Pittsburgh, Pittsburgh, Pennsylvania
Thomas A. Hart, Professor of Education, University of Pittsburgh Faculty, Quito, Ecuador

Working Group Report V

Graduate Training for Overseas Work

Each of the universities represented by the panel of three speakers offers a graduate training program for overseas work, as do many other American and foreign universities. Students come into the graduate programs: (1) directly from undergraduate programs, both as specialists in disciplines and specialists in areas; (2) after coming back from overseas work and having recognized the need for further training; and (3) as foreign students.

After completing the graduate training programs they enter positions scattered over a broad spectrum. A number enter into further training internships or fellowships abroad; others enter government positions in the foreign service and United States Information Agency; many enter teaching, some in one of the hundreds of private international schools abroad which offer American curriculums to bi-national student bodies; and others enter foreign branches of American business concerns.

Existing graduate programs at American colleges and universities fall into three types: (1) those restricting themselves to a traditional Western civilization curriculum; (2) those in the process of "internationalizing" themselves by appending a course here on African geography and there on Latin American history; and (3) those who have "internationalized" themselves by developing a consistently planned program for overseas work. These latter programs reflect such concerns as: (1) urgency of needs in the area; (2) the arrangement of laboratory experiences in international work (the use of foreign students, foreign professors, practice in overcoming strangeness, travel); (3) foreign experiences for most of the professors of the classes; and (4) an analysis of the ethics of international involvement. Each student must examine the cultural capsule in which he is held.

Obstacles to the development of genuinely "internationalized" graduate training programs are numerous, but can be met by cooperative effort. For example, there are not many Americans focusing on Latin America assembled as students at any one place, nor are there many Latin American educators in the United States assembled as students at any one place. A center for the specialized development of leadership might be created at a Latin American university with the cooperation of universities in the United States.

The ideal overseas worker should have graduate preparation in depth in a dozen disciplines, but this is an obviously impossible goal. We will need to be satisfied with a person who has depth in only one or two disciplines, but who has developed

"interdisciplinary eyes". Part of the problem is avoided by a good program of student selection. "An ounce of selection is worth a pound of training!"

More groups might arrange programs to study half a term at an American university and the other half at a foreign university and thus get a more truly bi-national view.

The correct mixture of program material in the graduate training program for overseas work is important but difficult to determine. It should result in individuals who are innovators and not those who are content with mere erudition. The graduate program might be a mixture of: (1) university courses in education and the social sciences; (2) work with an American planning agency; and (3) an integrating seminar.

The content might include: (1) case studies of educational planning on a national basis; (2) a precise formulation of the educational requirements for planners; and (3) experiences in many informal, out-of-classroom, teaching-learning situations. These latter must be experimented with in greater profusion than we have been willing to do in the past.

At the same time that all of this innovation is being applied to our training programs for overseas work, we should keep in mind the good progress that already has been made in some of our programs. A good theoretical background is needed in philosophy and the social sciences. It is especially important that the "trainers of the trainers" be well-grounded in philosophy and content. This grounding can be achieved only by long, uninterrupted time in good libraries, through a thorough knowledge of the great leaders of an area, and through disciplined contemplation and writing. Such phases of an education are both "least" functional, and "most" functional, in the long run.

The American Association of Colleges for Teacher Education